CITY OF SANTA MARIA

CITY COUNCIL/PLANNING COMMISSION

JOINT MEETING

GROWTH MITIGATION/MANAGEMENT REPORT

"Growth is a mixed blessing and a threat to our quality of life unless we respond to it correctly."

Governor Pete Wilson

AUGUST 4, 1992

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INTRODUCTION

This report will help the reader answer many questions concerning the growth of Santa Maria. What has been the historical growth rate? Can we continue to grow at the present rate of 4 plus percent per year? What will the City's population be in the year 2000, 2005, 2010? How many schools will be needed? How many parks and recreation facilities and of what type will be necessary? How many police officers and fire fighters and related facilities will be necessary to allow us to maintain the same or better level of service? What are the road deficiencies and traffic problems that can be expected due to growth? What funding mechanisms are available and how much would it cost to mitigate impacts due to growth on our parks, police, fire, water, sewer and storm drain systems, streets, schools and City facilities?

As growth appears, City facilities and infrastructure reach a point where major facility expansion is required (water transmission mains, wells, reservoirs, additional water sources, drainage facilities, trunk sewer mains, treatment plant expansions, parks and civic buildings, etc.). If the major facilities are not planned and constructed, the existing users, the citizens of Santa Maria, experience levels of service which they find to be unacceptable. When this takes place, the call goes out to stop or limit growth. If however, levels of service can be maintained, reasonable economic and physical growth is allowed to occur.

This report also discusses various growth management options. It is anticipated that this discussion will be controversial especially considering the present economic condition of our local businesses and government. Growth management can provide the community a steady growth rate of a given percentage to promote a consistent and healthy local economy, rather than leaving the community vulnerable to extreme boom and bust growth rates. A growth rate of 7 to 10 percent could absorb much, if not all, of our existing growth capacity, as well as, a majority of the areas we are proposing to annex in a very short period of time. If, for example, homes in Los Angeles started selling, coupled with the present low interest rates and the strong desire to leave large urban areas, we could experience growth rates of 7 to 10 percent which would consume the annexed areas in 4 to 6 years. If however, we maintained a 3 percent growth rate over the planning period, infill within the present City and the areas being studied for annexation would provide solid economic growth for 13 years.

SUMMARY OF GROWTH HISTORY AND PROJECTIONS

- From 1980 to 1990, the City population grew at an annual rate of 4.44 percent, from 39,685 to 61,284. The current population is estimated at about 64,000 as of January 1, 1992.

- During the 12-year period from 1980 to 1992, the City issued an average of 451 residential building permits per year.

- Santa Maria presently has 21,600 dwelling units and a theoretical "infill" potential of an additional 5,100 dwellings with the potential to add 14,400 persons to the City.

- The residential buildout of the City will generate a population of 75,700 by the year 1997 at an average growth rate of 3.4 percent per year.

- The population per household in the City increased from 2.80 in 1980 to 3.04 in 1990.

- The City's Sphere of Influence and Concurrent Annexation Study could lead to development of 5,300 dwellings with concurrent annexations. 3,200 additional dwelling units, within the sphere of influence boundary, could be annexed and developed within the 20-year period of the study.

- Concurrent annexations could add 16,000 people to the City; eventual annexations (resulting from amendment of the sphere of influence boundary only) could add 10,000 more people to the City.

- The existing City population (64,000), added to the "infill" population (14,400), added to the concurrent annexations (16,000), added to the ultimate development of the sphere of influence areas (10,000) generates a total buildout population of 104,400 persons.

- Impacts of growth on existing City services and facilities could lead to deteriorating infrastructure and unacceptable levels of service to (existing and future) City residents.

HISTORICAL GROWTH PATTERNS

- **POPULATION GROWTH** (See Table 1.)

  In 1900, about 1,000 people lived in Santa Maria. Since then, the City has grown to a population of 61,284 (1990 Census); this is an average growth rate of almost 4.68% per year. Growth, however, rarely occurs at a smooth and even pace; it is marked by periods of rapid expansion as well as times of stagnation. The table below shows the numeric population increase in 10-year increments from 1900 to 1990; Figure A-1 graphically portrays these population changes. From the 1980 Census to the 1990 Census, the population of the City grew at an average rate of 4.44% per year.

  Population Projections. If the 4.44% growth rate was maintained for the next 10-year period, the City population would exceed 96,000 people by the end of this century. If the 4.44% growth rate was sustained for the next 20-year period, the City population would exceed 146,000 people.

  If a 3.10% annual growth rate was maintained for the next 10-year period, the City population would be 83,160 people by the end of this century. If the growth rate for the next 10-year period averaged 1.95% per year, the City population would be over 100,000 people by the year 2010.

- **DWELLING UNIT (DU) GROWTH** (See Table 1.)

  Census data on population and housing is available from 1960 to 1990. These data show vacancy rates in the 5.53% to 7.14% range which accounts for the differences between the populations per dwelling unit (gross) and household (net HH).

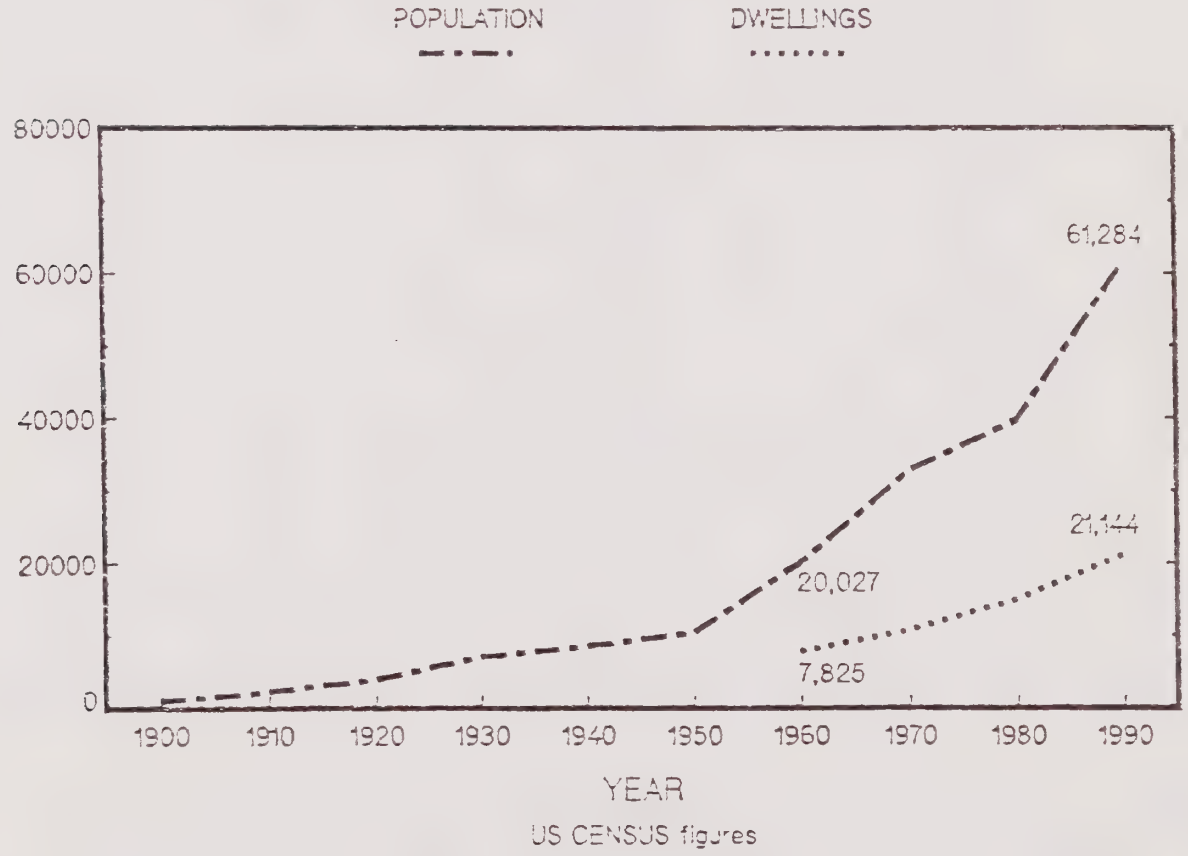
TABLE 1
POPULATION AND HOUSING HISTORY (1900 - 1990)

YEAR	POP	PCTG CHANGE	DWELLING UNITS	POP/DU*	PERSONS/HH
1900	1,000	n/a	n/a	n/a	n/a
1910	2,260	126%	n/a	n/a	n/a
1920	3,943	74%	n/a	n/a	n/a
1930	7,057	79%	n/a	n/a	n/a
1940	8,522	21%	n/a	n/a	n/a
1950	10,440	23%	n/a	n/a	n/a
1960	20,027	92%	7,825	2.56	2.76
1970	32,749	64%	10,803	3.03	3.21
1980	39,685	21%	15,018	2.64	2.82
1990	61,284	54%	21,144	2.89	3.04
2000	83,160	36%	28,100	2.96	3.13
2010	100,870	21%	33,600	3.00	3.19

* Includes vacant dwelling units.

FIGURE A-1

CITY OF SANTA MARIA
POPULATION HISTORY (1900 – 1990)



US CENSUS figures

RESIDENTIAL BUILDING PERMIT HISTORY (1980 - 1991)

Over the past 12 years, Santa Maria has issued, on average, about 450 residential building permits per year. Table 2 and Figure A-2 shows that most of the multiple family residential development occurred in the years prior to changes in the federal tax laws and mothballing of the west coast space shuttle launch complex in 1986 - 1987. These two events, combined, slowed building permit activities to the lowest level of the 12-year period.

TABLE 2
RESIDENTIAL BUILDING PERMIT ACTIVITY (1980 - 1990)

YEAR		SFR	2-4 du	5+ du	CONDO		TOTAL
80		159	9	13	73		254
81		168	6	14	61		249
82		220	11	6	0		237
83		600	19	18	160		797
84		203	15	121	92		431
85		193	29	280	129		631
86		429	31	674	26		1,160
87		135	8	7	4		154
88		353	12	0	12		377
89		255	11	35	8		309
90		173	4	180	0		357
91		184	20	234	24		462
AVERAGE:		**256**	**14**	**132**	**49**		**451**

The 12-year residential building permit history roughly matches the percentages of each housing type contained in the City (see Figure A-3) and indicates that the period was "typical" for Santa Maria.

FIGURE A-2

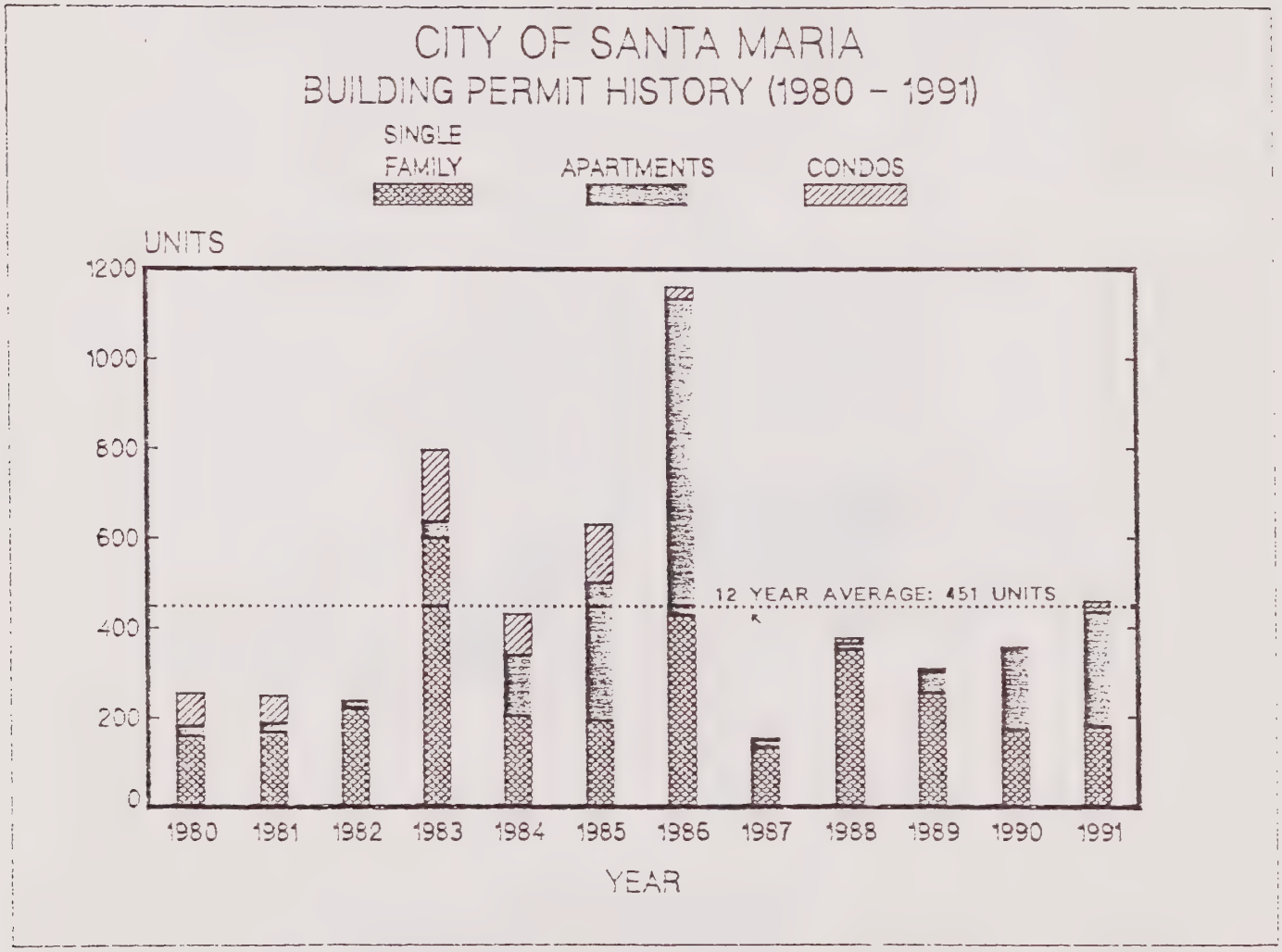
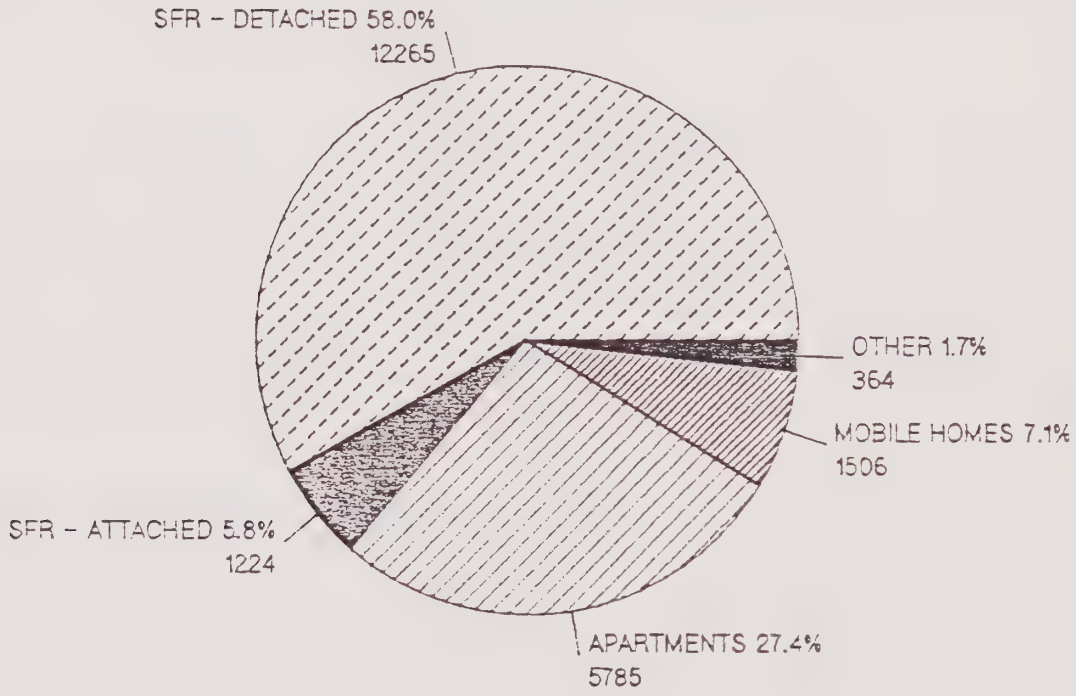

CITY OF SANTA MARIA
BUILDING PERMIT HISTORY (1980 - 1991)
SINGLE FAMILY
APARTMENTS
CONDOS
UNITS
1200
1000
800
600
400
200
0
12 YEAR AVERAGE: 451 UNITS
1980
1981
1982
1983
1984
1985
1986
1987
1988
1989
1990
1991
YEAR

FIGURE A-3

HOUSING TYPES OF SANTA MARIA
1990 CENSUS DATA



SUMMARY TAPE FILE 1

POTENTIAL BUILDOUT

- The Community Development Department estimates that the theoretical buildout of the present City Limits is 5,100 additional dwelling units. The additional dwellings are comprised of 2,850 single family units and 2,250 multi-family apartments (see Figure B-1). Development of all of these units would result in a theoretical City population buildout of 75,700 based on existing land uses.

- **At the present 4.44% average annual growth rate, the City's population will be over 75,700 in less than 5 years!** If residential growth occurs at 3.40% per year, the theoretical buildout population will be achieved in slightly more than 6 years; if growth averages 2.50% per year, the target population will be achieved in under 8 years. Additionally, growth rates of 2.00% and 1.00% would extend the theoretical population buildout date to 9 years and 18 years, from 1991.

100% of residential buildout is probably unattainable. The market is dynamic. It attempts to compensate for increased demand (or decreased supplies) by rezoning other lands for residential use or "upzoning" underutilized parcels. Rezoning and annexing land expand the residential land supply and, thereby, increase the theoretical buildout to a new limit. Additionally, strong housing market forces can cause unpermitted housing units, such as illegal units or garage conversions, to be built. The "underground" housing market manifests itself when housing choices are limited and demand grows beyond supply.

- LIMITED RESOURCES AND SERVICES DEMAND: POTENTIAL BUILDOUT

Based on the adopted Land Use Element and zoning, the theoretical buildout of the present Santa Maria city limits would produce approximately 5,100 units as discussed above.

According to the City's impact assessment model, this new development would result in an additional water demand of approximately 1905 acre feet per year (AFY); generate an additional 1.2 million gallons per day (MGD) of sewage and 19 tons of solid waste per day. Table 3 summarizes the limited resource and service demands associated with the development of 5,100 additional units.

TABLE 3
LIMITED RESOURCES AND SERVICE DEMANDS

	(1)	(2)	(3)	(1+2+3)
RESOURCE/SERVICE	EXIST.	BUILDOUT	ANNEX.*	TOTAL
DWELLING UNITS	21,144	5,100	5,300	31,544
POPULATION	61,284	14,415	16,129	91,788
WATER (AFY)	12,058	1,905	2,284	16,247
SEWER USE (MGD)	6.14	1.19	1.44	8.77
WASTE (TPD)	550.00	19.46	21.77	591.23
POLICE PERS.	77.00	18.72	20.95	116.67
FIRE FIGHTERS	58.00	17.51	19.58	95.09
FULL-TIME	28.00	7.21	8.06	43.27
ON-CALL	30.00	10.30	11.52	51.82
TEACHERS (K-8)	546.00	116.35	133.22	795.57
K-6 SCHOOLS	12.00	2.46	2.90	17.36
7-8 SCHOOLS	2.00	0.44	0.52	2.96
9-12 SCHOOLS	1.00	0.21	0.25	1.46
FACILITY DEMANDS				
NEIGHBORHOOD PK	13.00	2.88	11.67	27.55
YOUTH BALL FLD	17.00	3.60	14.58	35.19
REG. BALL FIELD	5.00	0.48	1.94	7.42
SOCCER FIELD	10.00	1.70	6.86	18.56
FOOTBALL FIELD	3.00	0.48	1.94	5.42
TENNIS COURT	40.00	7.21	29.16	76.37
HAND/RAQ. CT.	42.00	4.81	19.44	66.25
NEIGH REC BLDG		1.44	5.83	7.27
COMMUNITY BLDG	2.00	0.58	2.33	4.91
CULTURAL CENTER		0.19	0.78	0.97
PERF ARTS CTR	1.00	0.19	0.78	1.97
GYMNASIUM	5.00	0.58	2.33	7.91
COMMUNITY POOL	1.00	0.72	2.92	4.64
AQUATICS CENTER		0.14	0.58	0.73

FIGURE B-1

CITY OF SANTA MARIA
POPULATION BUILDOUT by HOUSING TYPES

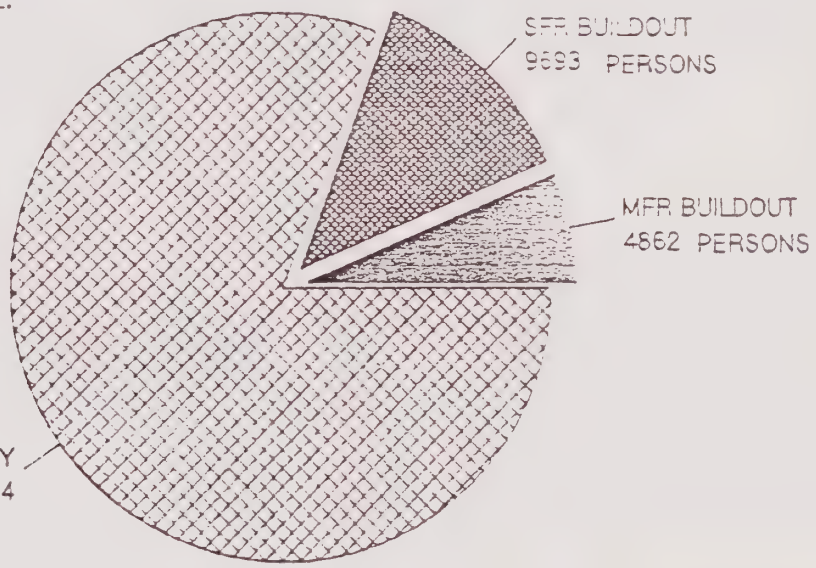
THE AVERAGE HOUSEHOLD SIZE IN SANTA MARIA IS 3.04 PERSONS

AVERAGE HOUSEHOLD SIZE:

1970 = 3.21 PERSONS

1980 = 2.80 PERSONS

1990 = 3.04 PERSONS



TOTAL POPULATION BUILDOUT PROJECTION: 75,700

POTENTIAL ANNEXATION GROWTH

- **Existing Sphere of Influence**

  Santa Maria's Sphere of Influence presently contains the City limits, the community of Tanglewood, and most of the Orcutt area (north of Rice Ranch Road and Stubblefield Road). At this time, applications for annexation of Orcutt or Tanglewood could be processed without amendment to the City's Sphere of Influence boundary; the other requirements for annexations would still apply. It must be pointed out that there is no proposal to annex Orcutt into Santa Maria. It is City policy to process annexations at the request of property owner(s).

- **Sphere of Influence Boundary Amendment**

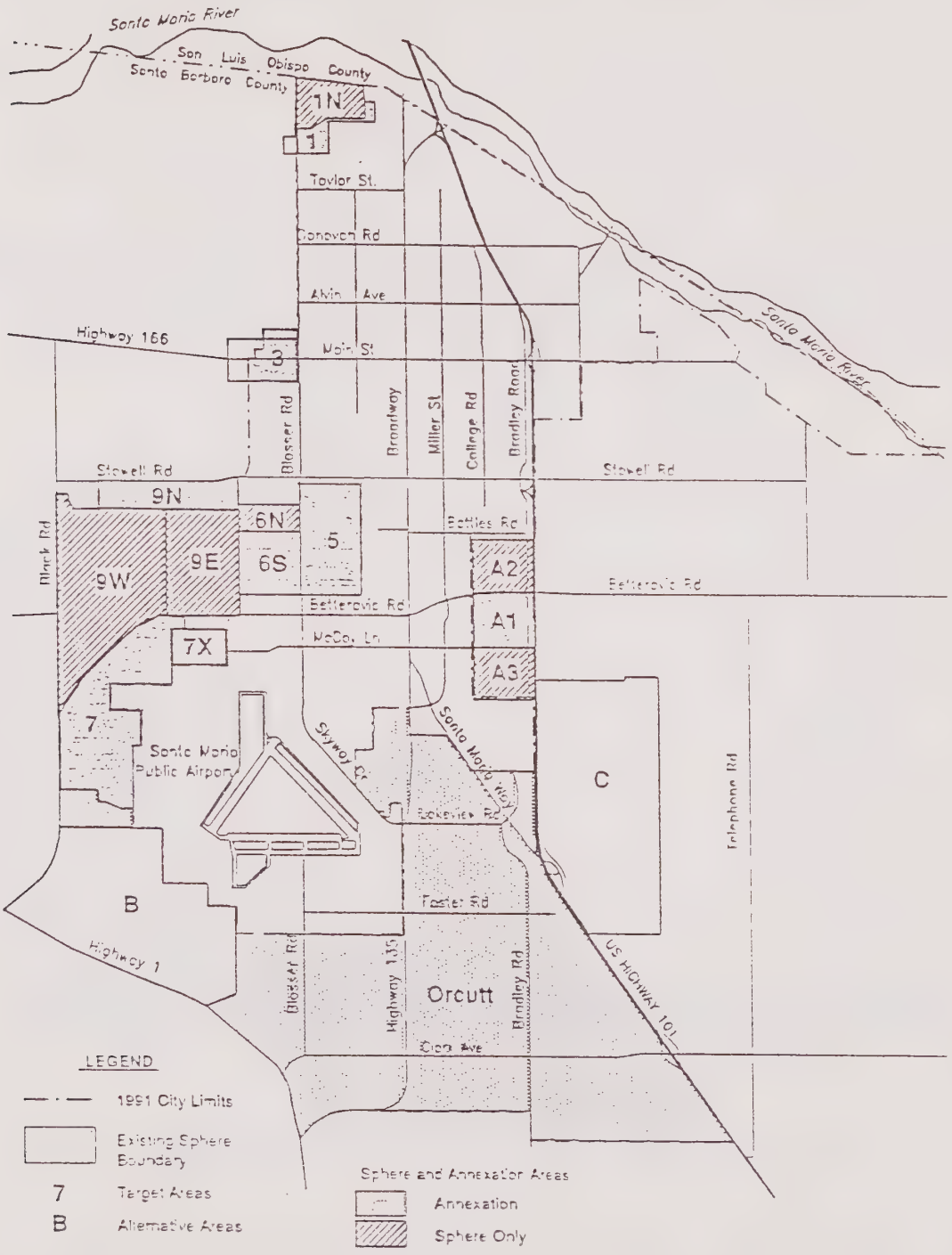
  The City is processing an application to the Local Agency Formation Commission (LAFCO) for amendment of the Santa Maria Sphere of Influence. Prior to annexation of any territories, which are currently outside the City Sphere of Influence, the sphere boundary must first be amended by the LAFCO to include those areas to be annexed. The LAFCO also has powers of review and approval for all annexations to the City.

- **Potential Annexations** (See Map 1.)

  Future sphere amendments and annexations, which are presently being processed, will depend on approvals of the LAFCO. For the purpose of this discussion, the plethora of possible annexations have been reduced to the project directed by City Council at their meeting held February 4, 1992. Figure C-1 shows the unit types and possible population for each annexed area; Figure C-2 shows the expected housing and population impacts of the existing city residential land, infill, annexations, and the cumulative growth for the directed sphere and annexation pattern.

  The City Council Directed Project. This scenario proposes the amendment of the Sphere of Influence and annexations to include Areas 1, 3 (portion), 5, 6 (phased due to agricultural contracts), 7 (including 7x), part of 9 (north of the SMVRR to Stowell Road), Area A (phasing the middle one-third for concurrent annexation and the remainder for sphere only), and the area north and west of Area 1 (sphere only). Together, the concurrent annexation and sphere of influence areas, have the potential to house about 26,000 people in approximately 8,500 dwelling units. The concurrent annexation phase of the modified project would add about 5,300 dwelling units and could accommodate the addition of over 16,000 persons to the City. The Sphere of Influence only segment of the project could add 3,200 units and 10,000 persons to the City.

MAP 1



Santa Maria Sphere and Annexation Study

SPHERE ADJUSTMENT AND ANNEXATION AREAS
(Council Direction Feb. 4, 1992)

FIGURE C-1

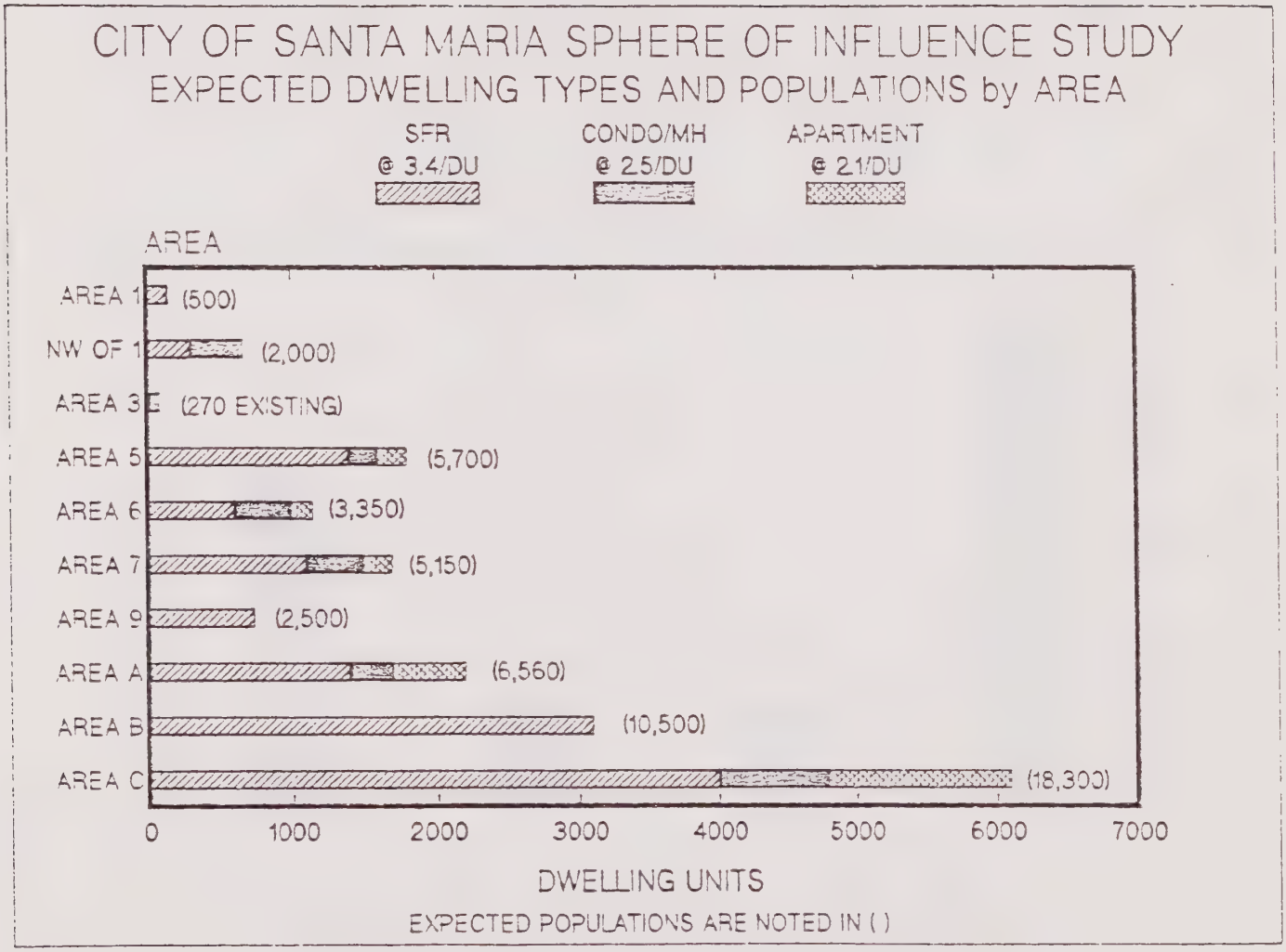
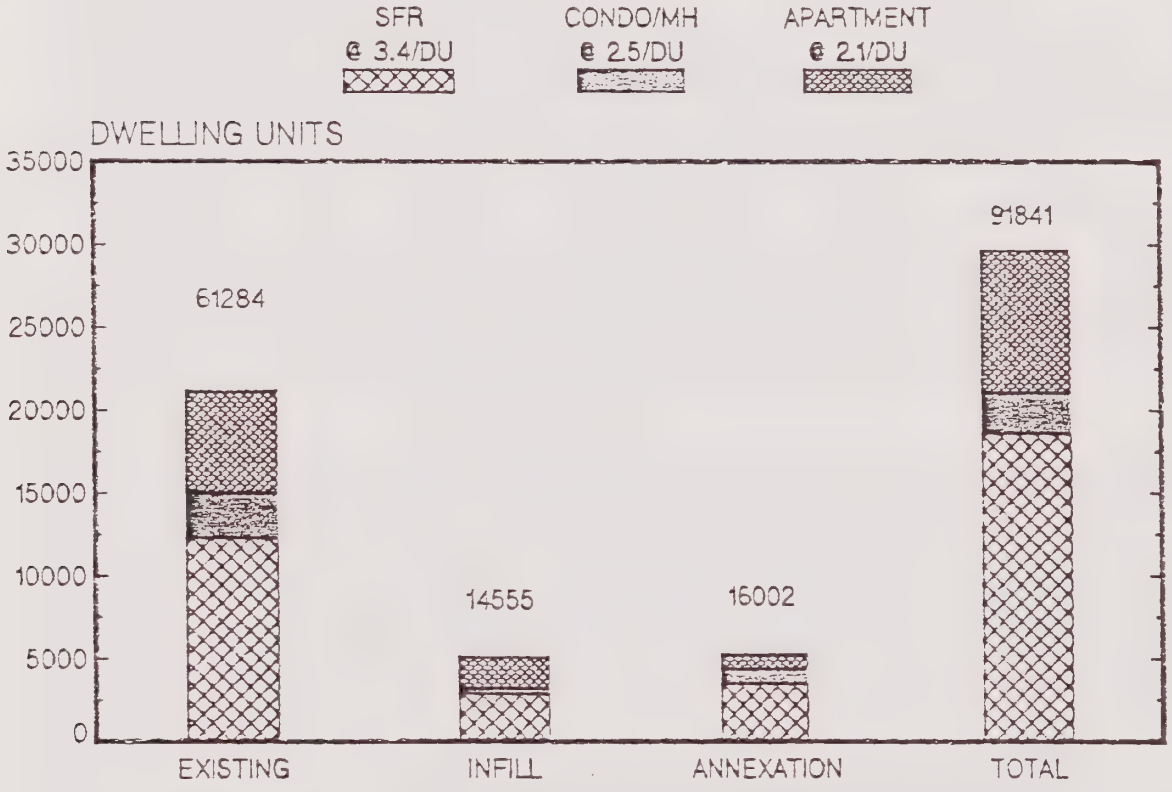

CITY OF SANTA MARIA SPHERE OF INFLUENCE STUDY
EXPECTED DWELLING TYPES AND POPULATIONS by AREA
SFR @ 3.4/DU
CONDO/MH @ 2.5/DU
APARTMENT @ 2.1/DU
AREA
AREA 1 (500)
NW OF 1 (2,000)
AREA 3E (270 EXISTING)
AREA 5 (5,700)
AREA 6 (3,350)
AREA 7 (5,150)
AREA 9 (2,500)
AREA A (6,560)
AREA B (10,500)
AREA C (18,300)
0
1000
2000
3000
4000
5000
6000
7000
DWELLING UNITS
EXPECTED POPULATIONS ARE NOTED IN ( )

FIGURE C-2

SPHERE OF INFLUENCE DEVELOPMENT SCENARIO
CITY COUNCIL DIRECTED OPTION - 2/4/92



EXPECTED POPULATIONS ARE NOTED ABOVE EACH BAR GRAPHIC

POTENTIAL IMPACTS

This section of the report summarizes the City of Santa Maria's resources availability and limitations. One of the major issues that must be reviewed in planning the physical development of the City is the effect of growth upon the existing infrastructure and resources. Following is a brief description of the City of Santa Maria infrastructure and resources. These include groundwater resources, water and sewer facilities, wastewater treatment plant, drainage facilities, air quality, schools and recreation and park facilities.

SUMMARY OF POTENTIAL IMPACTS

ANNEXATION ALTERNATIVE

Development of the Concurrent Annexation areas (See Map 1.) would generate 3,478 single-family units, 1,204 condominiums, and 616 apartments. The project could increase the City's population by over 16,000 with complete buildout.

Construction of these units would create a need for approximately 2,284 acre feet per year (AFY) of water, generate 1.44 million gallons per day (MGD) of sewage, and 22 tons per day (TPD) of solid waste. Table 3 summarizes the limited resource and public service demands associated with development of the potential annexation areas.

EXISTING CITY, BUILDOUT, AND THE ANNEXATION ALTERNATIVE

There is a potential for 31,540 dwelling units with buildout of all residentially zoned land currently within the current city limits and development of the potential annexation areas. This would add approximately 30,500 to the City's population, which would increase to 91,800, from the 1990 Census count of 61,284.

According to the Resource Availability and Limitations report to City Council (July 1991), the City of Santa Maria Project Assessment Manual (1983), and the Computer Impact Assessment Model (1987), 31,544 units (with 91,788 residents) would demand 16,247 AFY of water, generate 8.8 MGD of sewage, and need to dispose 591 TPD of solid waste. Table 3 summarizes the resource and service demands associated with the existing City, residential infill, and development of the concurrent annexation areas.

RESOURCES AVAILABILITY AND LIMITATIONS

For a summary of this section, see the Public Works Memorandum, November 1, 1991, located in Appendix A.)

- Water Resources

The City of Santa Maria and its Sphere of Influence currently depend entirely upon groundwater as the sole source for municipal water supply. The City extracts water from the Santa Maria Valley Groundwater Basin.

The Orcutt sub-basin (a sub-basin to the Santa Maria Groundwater Basin) which supplies water to the city and the Orcutt area is currently being overdrafted at a rate of 18,570 acre-feet per year (AFY, one acre-foot is equal to 325,851 gallons). The amount of overdraft attributable to City pumping is approximately 2,016 AFY. This figure is compared with a total current pumping rate by the City of approximately 12,000 AFY or a per capita water consumption rate of 0.21 acre feet per year.

Due to the continued overdrafting of the groundwater basin, there is a need to develop alternative sources of water before the basin is depleted. The City of Santa Maria anticipates an allocation of 16,200 AFY from the State Water project. If the project remains on schedule, delivery of water could begin in 1996. The importation of State Water is estimated to cost $640 an acre foot which includes the City's share of the required filtration plant and distribution system.

It should, however, be noted that at the current rates of per capita use, State Water could support only about 76,688 persons, approximately 15,384 more than the existing population. The Long Term Water Management Plan recommends that the City deliver water at a TDS level of 500 ppm (the maximum recommended federal drinking level) to its customers. This would allow the City to support a population of approximately 106,266. The City would then need to pump 4,270 acre feet of groundwater (safe yield) to blend with 16,200 acre feet of State Water.

The Santa Maria Valley Groundwater Basin is currently being overdrafted by about 30,000 acre feet per year. At this rate of overdraft, the available water in the basin could be exhausted in less than 30 years. By increasing water conservation in the valley, we could help extend the useful life of the groundwater basin. Additionally, a series of wetter than normal rainfall years could replenish the water basin. However, a continuation of dry years without recharge could shorten the useful life of our groundwater supply considerably.

- Water Facilities

The City of Santa Maria produces all current water from seven (7) wells located in various locations throughout the Airport District. The water production capacity of the active wells is 19,200 acre-feet per year (AFY) or 17.2 million gallons per day (MGD). One new water well, with the capacity to deliver 3.6 MGD is under development. The City currently maintains four (4) reservoirs which have a combined storage capacity of 15.5 million gallons. This provides approximately 1.5 days of water in an emergency based on the current usage rates.

The City of Santa Maria's water usage over the past year (June 1990 to June 1991) was 12,060 AFY. This represented a 177 gpd per person usage rate which was less than the 10 year average of 189 gpd per person and can be attributed to water conservation efforts of City residents (See Table 4).

TABLE 4
CITY OF SANTA MARIA PER CAPITA WATER CONSUMPTION
1950 - 1990

10 YEAR PERIODS	AVERAGE POP	AVERAGE AFY	AVERAGE PER CAPITA	AVE DAILY GAL. PER CAPITA
1950-1960	14,064	2,796	0.1988	177.49
1960-1970	28,369	5,396	0.1902	169.81
1970-1980	34,208	7,458	0.2180	194.62
1980-1990	54,476	11,469	0.2105	187.94
AVERAGE:				**184.65**

City water quality is presently at 800 total dissolved solids (TDS). State limits TDS to 1,000 parts per million (ppm) or water treatment is required. Water treatment is estimated to cost $1,000 to $1,500/acre foot per year. State water project is expected to begin deliveries in 1996 at an estimated $640 an acre foot. The State Water level of total dissolved solids is lower (220 ppm) making it a better quality water than the well water currently in use. The blending of State water with city water will improve the quality of the water received by the citizens of Santa Maria.

According to the Santa Maria Public Works Department, the current water main distribution system is adequate for the existing development within the city. However, additional distribution and storage facilities will be required to be constructed as development occurs. Moreover, as the City's well field expands, development occurs or state water is supplied, expansion of the transmission system is necessary.

Should growth occur over the next five years in excess of the projections, additional wells would be needed; one well is being developed now. Well water costs approximately $250/acre foot to produce.

Since groundwater is the City's only source of water, if there is a production need to be accelerated to meet demand, the potential for TDS levels to exceed the State limits of 1,000 TDS would be enhanced. Consequently, water treatment may become a reality if State water is delayed. The estimated cost is $1,000 to $1,500 per AFY plus plant construction costs.

If the City sustains a 3.4% growth rate over the next 20 years, it would result in an average 570 acre foot increase annually over current usage for the 20 year period. This growth would yield a population of 119,600 by the year 2010 with a gross water usage of 23,540 AFY.

- Wastewater Treatment Plant

The existing capacity of the City of Santa Maria Wastewater Treatment Plant is 7.8 million gallons per day (GPD) on an average day during the month with the maximum flow. The average daily flow during the month with the maximum flow for 1990 was 6.14 MGD which correlates to 79% of the system's design capacity. The Wastewater Treatment Plant expansion is expected to be completed in 1996 which is anticipated to bring the capacity up to 10 MGD.

Presently, Wastewater Treatment Plant Sewer Impact Fees are imposed on property which undergoes a zone change to increase density or is annexed to the City. This fee is required to offset the cost of the additional capacity required. Other funds available for improvements to the collection system are from monthly service fees or user fees.

With the existing flows, the sewer treatment plant has routinely met discharge standards for suspended solids, biological oxygen demand, grease, oil and pH. On the other hand, concentrations of sodium, chloride and total dissolved solids have consistently exceeded the permitted limits. The City of Santa Maria is working with the Regional Water Quality Control Board (RWQCB) and other interested parties to develop a plan to meet discharge standards by limiting discharge of brine into the sewer system. With implementation of the adopted brine reduction ordinance, and assuming a flow of 100 gal/capita/day, the existing plant facilities could possibly support a population of 75,000.

- Wastewater Pipeline Facilities

The wastewater collection system is divided into eight basins. The eight basins flow to interceptor lines 14" to 30" in diameter which flow to the Wastewater Treatment Plant (WWTP), west of Black Road.

The system is generally designed to flow by gravity to the WWTP. Since analyzing wastewater collection systems is based on predicted land uses, land use variability can jeopardize the sewer systems ability to maintain acceptable sanitary service levels. Land use changes require additional analysis and monitoring to maintain sanitary service levels.

A typical single family home generates approximately 315 gallons per day (gpd) of effluent. Non-residential users typically generate within the range of 1,500-3,000 gpd/acre.

A sewer is considered surcharged if its capacity at full flow is equaled or exceeded. Portions of the existing system have reached the point where design is warranted and is currently being completed. Sewer Connection Fees were established for the expansion of the wastewater collection system. The expansion funds could be used for both pipeline facilities and treatment plant improvements. Sewer connection fees from all basins was projected to be $15,366,871 from 1987 to buildout of the current (1987) land use. The total project costs of pipeline facilities to support the buildout is estimated as $15,545,000 (1990 dollars).

- Drainage Facilities

General area relief within the City of Santa Maria is fairly flat providing numerous areas with general ponding during heavier rain-storms. Three main drainage channels exist within the City. Bradley Channel, generally east of U.S. 101 and along the northern portion of the City. Blosser Channel along the north/western limit of the City. Waller/Skyway Channel in the southern portion of the City. The major storm drain systems typically flow to one of these channels or to channels outside of the City.

Retardation basins are utilized throughout the City to retard the flow from storm events discharging to drainage facilities. This delay in flow also allows a loner period of time for storm water to recharge into our groundwater basins.

The Santa Maria Public Works Department deals closely with Santa Barbara County Flood Control District in the design and construction of major facilities for the City. The City of Santa Maria and the Santa Barbara Flood Control District have jointly provided a major recharge facility west of Blosser Road in the vicinity of Stowell Road.

The drainage portion of the Principal Facilities Element of the General Plan was last analyzed in 1968. Funds have been budgeted to update this section.

With the review of the drainage facilities, appropriate fees may be established to provide a source of funds for capital improvement projects.

- Air Quality

Air quality regulators are governed by the Federal Clean Air Act and the California Clean Air Act. The Federal Act is generally less stringent that the State Act. The California Clean Air Act requires preparation of air quality attainment plans to state standards by 1991.

Santa Maria is located within the South Central Coast Air Basin which is administered by the Santa Barbara County Air Pollution Control District (APCD).

In general, the existing air quality in Santa Maria could be characterized as fair to moderate. Santa Maria occasionally exceeds the state and federal standards for ozone, and the state standard for Hydrogen Sulfide (H_2S) and "Very fine dust" (PM_{10}). All of Santa Barbara County has been designated as a moderate non-attainment area for the state ozone standard. Table 5 summarizes the maximum concentrations of these pollutants in the Santa Maria area from 1987 to 1990.

Since Santa Barbara County has been designated as a severe non-attainment area for ozone, the following transportation measures are required.

a. Transportation control measures to achieve average vehicle ridership of 1.5 or more persons during weekday commute hours, by 1999.

b. No net increase in vehicle emissions after 1997.

c. Substantially reduce the rate of increase in passenger vehicle trips and miles traveled per trip.

d. Provisions to develop an indirect source control program.

TABLE 5

Air Quality Standard Exceedances[a]

Santa Maria Area

YEAR	1987	1988	1989	1990[b]
OZONE				
Maximum concentration (ppm)[c]	0.10	0.08	0.12	0.07
Number of hours exceeding State standard (0.09 ppm)	2	0	1	0
Number of hours exceeding Federal standard (0.12 ppm)	0	0	0	0
PM_{10} (Very fine dust)				
Maximum concentration (ug/m^3)[d]	61	60	77	73
Number of samples exceeding State standard (50 ug/m^3)	4	4	4	1
Number of samples exceeding Federal standards (150 ug/m^3)	0	0	0	0
H_2S (Hydrogen Sulfide)				
Maximum concentration (ppm)	0.07	0.04	0.04	N/A
Number of hours exceeding State standard (0.03 ppm)	12	5	2	N/A

[a] Ozone data from South Broadway station
PM_{10} data from City Library station
H_2S data from Glacier Lane station

[b] 1990 data is for January through June

[c] parts per million volume

[d] micrograms per cubic meter

SOURCES: California Air Resources Board, Air Quality Data; 1987, 1988, and 1989 and Richard Hallerman, Santa Barbara County APCD, October 1990

Assembly Bill 447 (Congestion Management) requires urban areas with a population of more than 50,000 to adopt and implement Congestion Management Plans (CMP). Failure to adopt and implement CMP's results in a loss of state funding. The Santa Barbara County Congestion Management Plan was adopted by the Council of Governments on January 16, 1992.

- Solid Waste

The State of California categorizes waste into four groups: Hazardous, Designated, Solid and Inert. Land fill or disposal facilities are licensed under one of the three classes: Class I (Hazardous), Class II (Designated) and Class III (Municipal) which may accept only Solid and Inert wastes). Solid and Inert wastes generated within the City of Santa Maria are disposed at the Santa Maria Landfill (Class III). Hazardous and designated wastes must be disposed outside of the County of Santa Barbara at the current time.

The City of Santa Maria currently generates approximately 209,875 tons per year (TPY) of solid waste.

The County of Santa Barbara has identified a significance threshold for the generation of solid waste, in order to assist in the implementation of source reduction requirements. For a commercial or industrial project, the County significance threshold is 40 tons or more of solid waste per year.

- Landfill Facilities

The Santa Maria Landfill site is located approximately 3 miles east of Highway 101 in the northern portion of the City. The site has been in operation since 1962. Approximately 550 tons per day of non-hazardous solid waste is accepted at this site.

Approximately 198 acres of the total 290 acre site is being used for landfilling. The inactive area of the landfill is located between Suey Crossing and East Main Street. The active area, between East Main Street and Phibric Road is currently being excavated.

The Santa Maria Landfill has a life expectancy of 20 years. This expectancy is predicated upon a 25 percent source reduction by 1995 and a 50 percent source reduction by 2000. These source reduction figures are mandated under the California Integrated Waste Management Act of 1989 (AB939). The California Integrated Solid Waste Management Act, 1989 mandated that all cities and counties must reduce their wastestream to landfills by 25% before January 1, 1995 and 50% by January 1, 2000.

To facilitate this mandate, curbside recycling has been implemented. It is expected that this program will reduce the waste stream by approximately 12% over the next 3 years. A

Materials Recovery Facility/Integrated Waste Facility will be studied for cost effectiveness to meet the 1995 goal of 25% and further reduce the wastestream by 50% by the year 2000.

- School Facilities

Santa Maria-Bonita School District (SMBSD) provides elementary and junior high school services and the Santa Maria Joint Union High School District (SMJUHSD) provides high school services. The Orcutt School District provides elementary and junior high school services to southern parts of the City.

The current population of Santa Maria demands full utilization of all current school facilities for SMBSD. Current student projections indicate that, by the 1995-96 school year, it will be physically impossible to accommodate the Junior High students at the existing sites without moving to a double session/four-track year round education, without allowing for the impact of new construction. Expansion plans for Arellanes and Tunnell have received State approval; however, no State funds are available at this time.

The lack of State funds and the required two-thirds (2/3) voter approval of local school bonds suggests that requiring mitigation as part of land use decisions may be an avenue to address the shortfall in future school sites and classroom space needs related to new construction. An objective currently being discussed to address total classroom needs seeks a combination of State funding, bond funding, and land use mitigation. However, the proposed mitigation ordinance, by itself, is intended to address those classroom needs related to new development only.

A full range of options exist for the mitigation of school impacts associated with growth and development. These are:

1. Payment of full-mitigation fees as estimated by the school districts; and/or

2. Requiring developers and school districts to enter into mitigation agreements; and/or

3. Requiring developers to participate in an overall financing mechanism (such as a Mello-Roos Community Facilities District) for school facilities augmentation; and/or

4. Limit development occupancy to non-student generating households; and/or

5. Implement additional cost savings or revenue opportunities.

Elementary Schools

The Santa Maria-Bonita Elementary School District's enrollment will continue to increase during the next three years, adding almost 1,000 more students. Most of the students will be

added in the elementary (K-6) grades. This figure does not include any additional growth resulting from new construction. By the 1993-94 school year, all SMBESD elementary school space will be fully utilized.

Infill projects will require the addition of approximately two elementary schools. Buildout of the project presented to the City Council on February 4, 1992 would require the addition of approximately three elementary schools. See Table 6 for the complete data and analysis of the projected elementary school facility needs.

TABLE 6
Elementary School Facility Needs

ELEMENTARY SCHOOL:	720	STUDENTS PER FACILITY (YEAR ROUND EDUCATION)		
STUDENT GENERATION FACTORS (BY HOUSING TYPE)				
	SFD	SFA	APT/MH	
SANTA MARIA-BONITA	**0.489**	**0.207**	**0.120**	
ORCUTT UNION (FYI)	0.380	0.166	0.100	
EXPECTED NUMBER OF UNITS (BY AREA AND TYPE)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	2,851	336	1,915	5,102
ANNEXATION AREAS:	3,877	1,116	704	5,697
SPHERE AREAS:	1,302	876	664	2,842
TOTAL:	8,030	2,328	3,283	13,641
STUDENT GENERATION (BY HOUSING TYPE BY AREA)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	1,394	70	230	1,694
ANNEXATION AREAS:	1,896	231	84	2,211
SPHERE AREAS:	637	181	80	898
TOTAL:	3,927	482	394	4,803
SCHOOL GENERATION (BY HOUSING TYPE BY AREA)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	1.936	0.097	0.319	**2.352**
ANNEXATION AREAS:	2.633	0.321	0.117	**3.071**
SPHERE AREAS:	0.884	0.252	0.111	**1.247**
TOTAL:	**5.453**	**0.670**	**0.547**	**6.670**

Junior High Schools

Infill and annexation projects will require the addition of one junior high school. However, this will not relieve overcrowding in the existing facilities and it will not provide any margin for density growth. Buildout of the project presented to the City Council on February 4, 1992 accounts for over half the required school. See Table 7 for the complete data and analysis of the projected junior high school facility needs.

TABLE 7
Junior High School Facility Needs

JR HIGH SCHOOL:	1000	STUDENTS PER FACILITY (YEAR ROUND EDUCATION)		
STUDENT GENERATION FACTORS (BY HOUSING TYPE)				
	SFD	SFA	APT/MH	
SANTA MARIA-BONITA	0.115	0.049	0.028	
ORCUTT UNION (FYI)	0.129	0.044	0.023	
EXPECTED NUMBER OF UNITS (BY AREA AND TYPE)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	2,851	336	1,915	5,102
ANNEXATION AREAS:	3,877	1,116	704	5,697
SPHERE AREAS:	1,302	876	664	2,842
TOTAL:	8,030	2,328	3,283	13,641
STUDENT GENERATION (BY HOUSING TYPE BY AREA)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	328	16	54	398
ANNEXATION AREAS:	446	55	20	521
SPHERE AREAS:	150	43	19	212
TOTAL:	924	114	93	1,131
SCHOOL GENERATION (BY HOUSING TYPE BY AREA)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	0.328	0.016	0.054	**0.398**
ANNEXATION AREAS:	0.446	0.055	0.020	**0.521**
SPHERE AREAS:	0.150	0.043	0.019	**0.212**
TOTAL:	**0.924**	**0.114**	**0.093**	**1.131**

High Schools

Infill and annexation projects will require the addition of a proportionate share of one high school with a continuation school. This will not relieve overcrowding in the existing facilities, however, construction of a new high school for 2,250 students should provide capacity for future growth (incorporation of the sphere areas and increased household sizes citywide) and relief of existing high school facilities. Buildout of the project presented to the City Council on February 4, 1992 accounts for approximately 25% of the required school. See Table 8 for the complete data and analysis of the projected high school facility needs.

TABLE 8
High School Facility Needs

HIGH SCHOOL:	2,250	STUDENTS PER FACILITY (INCLUDING CONTINUATION)		
STUDENT GENERATION FACTORS (BY HOUSING TYPE)				
	SFD	SFA	APT/MH	
SM JOINT UNION HS DISTRICT	0.137	0.074	0.032	
EXPECTED NUMBER OF UNITS (BY AREA AND TYPE)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	2,851	336	1,915	5,102
ANNEXATION AREAS:	3,877	1,116	704	5,697
SPHERE AREAS:	1,302	876	664	2,842
TOTAL:	8,030	2,328	3,283	13,641
STUDENT GENERATION (BY HOUSING TYPE BY AREA)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	391	25	61	477
ANNEXATION AREAS:	531	83	23	637
SPHERE AREAS:	178	65	21	264
TOTAL:	1,100	173	105	1,378
SCHOOL GENERATION (BY HOUSING TYPE BY AREA)				
	SFD	SFA	APT/MH	TOTAL
INFILL AREAS:	0.174	0.011	0.027	**0.212**
ANNEXATION AREAS:	0.236	0.037	0.010	**0.283**
SPHERE AREAS:	0.079	0.029	0.009	**0.117**
TOTAL:	**0.489**	**0.077**	**0.046**	**0.612**

- Recreation and Parks

There are currently 17 local and regional parks encompassing 150 acres located throughout the City of Santa Maria. Major facilities include: Minami Center Gymnasium, Paul Nelson Pool, Elwin Mussell Senior Center, Veteran's Memorial Cultural Center, Atkinson Community Center, and Hagerman Four-field Softball Complex. In addition, a joint use relationship exists with each school district for facilities.

The standard for open space and recreation facilities was adopted as a part of the Environmental Resources Management Element (ERME) of the General Plan in 1983. Table 9 shows the City facility standards and compares the existing with the needed recreation facilities. The ERME states that the open space and recreation facility standards for the City.

The open space standard is ten acres per 1,000 persons; five acres for recreation and park active oriented areas, and five acres for passive parks, greenbelt buffers, playfields, turfed flood control basins, trails and other open space accessible to the public. Utilizing this adopted standard, for a population of 64,000, the City should have 320 acres of developed park land. The City is currently deficient in meeting this standard. Typically, park land is acquired through the use of new residential subdivision "in-lieu" park fees, or the acceptance of land in lieu of fees.

The City has one municipal gymnasium. The amount of use the current gym receives supports the need for more indoor athletic facilities. The municipal pool is also at full capacity use. Plans are in the works for an aquatic center on the corner of Stowell Road and Depot Street. The single regulation baseball field at the Elks Field Stadium is shared by 16-20 teams. Expansion of programs necessitates the construction of at least one more field. The City of Santa Maria has 16 tennis courts available for public play. The Recreation and Parks Department indicates a need for 12 additional courts.

The standard for a Cultural/Performing Arts Center is one per 75,000 residents. The City services well over 75,000 when the unincorporated areas are taken into consideration. The cost of such a facility is well beyond what the City's General Fund and parkland acquisition and development fees can generate.

Cost estimate for facilities noted, a portion of which may be funded or built by private developers, is approximately $29.1 million.

TABLE 9
EXISTING RECREATIONAL FACILITY STANDARDS

POPULATION: 64000	(1)	(2)	(3)	(4)	(5)	(6)
	STD	NEED	EXIST	OTHER	STATUS	
NEIGHBORHOOD PARK	5,000	13	13		ADEQUATE	
YOUTH BASEBALL	6,000	11	12		ADEQUATE	
ADULT SOFTBALL	10,000	6	8		ADEQUATE	
REGULATION BASEBALL	30,000	2	1	*4	DEFICIENT	-1.13
SOCCER FIELD	5,000	13	10		DEFICIENT	-2.80
TENNIS COURT	2,000	32	12	*24	DEFICIENT	-20.00
HANDBALL/RACQUETBALL	3,000	21	4	*38	DEFICIENT	-17.33
COMMUNITY CENTER	25,000	3	4		ADEQUATE	
SENIOR CENTER	50,000	1	1		DEFICIENT	-0.28
SOCIAL/CULTURAL CTR	75,000	1	1		ADEQUATE	
PERFORMING ARTS CTR	75,000	1	0	*1	DEFICIENT	-0.85
GYMNASIUM	25,000	3	1	*4	DEFICIENT	-1.56
COMMUNITY POOL	20,000	3	1	*2	DEFICIENT	-2.20
AQUATICS CENTER	50,000	1	0	0	DEFICIENT	-1.28

NOTES:

(1) The existing City facility standard, expressed in persons per facility, as established in the General Plan.

(2) The existing facility need based on the estimated City population (64,000) and the standard for each facility.

(3) Existing municipal facilities (including facilities under construction) available for public use.

(4) Existing facilities in the City, which are controlled by other agencies, that may have limited recreational availability to the public.

(5) The status of DEFICIENT or ADEQUATE facilities based on the standard and availability of municipal facilities.

(6) The number of municipal facilities deficient based on the standard, supply, and population.

CONCLUSION

As Santa Maria continues to grow, the demands for civic facilities and infrastructure to support growth escalate at a faster rate. In the past, as growth occurred, facilities were expanded to meet needs. If we needed more water, we drilled a new well; if additional sewage capacity became necessary, federal funding was available to expand wastewater treatment facilities. As development occurred, parks were provided; streets were extended; and, trailers were added to enlarge civic buildings.

As growth continues to occur, City facilities and infrastructure ultimately reach a point where major facility expansion is required (water transmission mains, additional (deeper) wells, reservoirs, additional water sources, drainage facilities, new and parallel trunk sewer mains, treatment plant expansion, landfills, new parks and civic facilities, such as: swim complex, police stations, fire stations, library, cultural center, and additional gymnasiums, etc.). If the major facilities are not planned and constructed, the existing users, the citizens of Santa Maria, experience levels of service which they find to be unacceptable. When this takes place, the call goes out to stop or limit growth. However, if the levels of service can be maintained, reasonable economic and physical growth is allowed to continue.

AB 1600 DEVELOPMENT IMPACT MITIGATION FEES

Introduction

Development impact mitigation fees are a mechanism used to finance infrastructure costs associated with new development. AB 1600 was the legislation that formalized the procedures for enacting and managing development impact mitigation fees. The following information provides a general introduction to AB 1600 development fees and the City's draft impact fee report.

Background Issues

The ability of a local government agency to establish impact fees on development was sanctioned through the State Legislature. AB 1600 (Cortese) was enacted in 1987, and provided the framework for establishing impact fees. AB 1600 allows local government agencies to charge impact fees on new development to fund the construction of capital facilities that will serve that new development. The agency must make determinations regarding the purpose and use of the fee and the public improvement being financed with the fee, and establish a "nexus" or connection between a development project and the public improvement being financed with the fee.

Impact fees are used to fund public improvements and infrastructure that are needed by new development. "Infrastructure" is generally defined as a physical asset that is constructed or purchased to provide, improve, or replace a public facility, large in scale and high in cost. The cost is generally nonrecurring and may require

multi-year financing. Typical infrastructure needs include streets, parks, drainage, flood control, libraries, recreation facilities, and water and sewer facilities, government administration buildings, and police and fire facilities.

The City has explored a variety of revenue raising and cost cutting options prior to looking at the implementation of developer impact fees. Expanded user fees were implemented which generated additional General Fund revenue. The amount of revenue collected is dependent upon how much a particular service is used. The residential trash collection system was automated which resulted in an operational savings and a staffing reduction of three full time personnel. The introduction of the curbside recycling program saw the elimination of two full time positions. Cutbacks in County library funding necessitated the layoff of a full time position on the Bookmobile staff, and a reduction in the level of service provided through the Bookmobile.

Revenue Issues

The City of Santa Maria finds its revenue sources dwindling, even while it strives to keep its service levels relatively constant. Traditional financing mechanisms - locally raised revenues, general obligation bonds repaid by local government taxes, and state and federal grants - are not as available as in previous years. In addition, Proposition 13 has limited California cities' ability to raise revenue through tax increases. Since 1981, the City of Santa Maria has experienced significant revenue cuts and has imposed fees

for services that were previously provided at no cost at the Federal, State, and County levels. The chart below shows total dollars lost since 1981:

Federal	$740,000
State	866,000
County	776,000
TOTAL	**$2.38 million**

The City's tax dollars are no longer available to fund the spectrum of services that they have in the past. Tax dollars are increasingly being used to fund the "core" services that are normally funded out of the tax dollar and do not generate any revenue (i.e. police and fire protection services.)

A review of the City's 1991 Financial Statement shows that discretionary tax revenue (property tax, sales tax, hotel-motel tax) totals $12 million. This amount just covers the cost of police, fire, library, and park services for a total of $11.8 million, which the community generally expects to receive as part of taxes paid. The City must find some other way to fund the remaining services and infrastructure costs totaling over $35 million yearly that are associated with a growing community. Financing growth infrastructure with impact fees will reduce the reliance on property and sales tax to pay for capital needs related to growth.

General Plan Issues

As the community grows, additional infrastructure is needed to accommodate the influx of new residents. It is generally agreed that the cost of new facilities that are created to serve new growth should be paid for primarily by the new residents rather than by existing citizens. While growth creates revenue, it also creates cost.

The California Government Code requires cities to prepare and adopt a General Plan for the physical development of the City. The General Plan illustrates the organization of land uses and infrastructure facilities necessary to accommodate the most desirable future economic and social activities. It is also used to ensure the maintenance of an environment responsive to individual needs; the General Plan Elements minimize the effect of adverse influences associated with urban activities on the community.

As a guide, the General Plan represents a framework for decision-making on how the City will develop, and for the expenditure of public funds which will occur over the next 10 to 20 years. The General Plan establishes a comprehensive planning program that plans for future growth and the infrastructure necessary to accommodate that growth. The financing and construction of the proposed facilities under the AB 1600 is consistent within the framework of the General Plan for orderly, planned growth.

Study Preparation/Current and Proposed Fees

The firm of David M. Griffith & Associates was retained to review the City's capital project requirements for a ten year period through the year 2002. Their scope of work included: 1. analyzing current and potential development fees for meeting capital project requirements, and 2. preparing an AB 1600 implementation plan, including the establishment of the purpose, use, and nexus requirements.

Current Fees

The City's current impact fee structure has eight impact fees. Only two of these fees, sewer connection and water connection, are applied to all development. Of the remaining six fees, each has restrictions in application which are based upon the following: type of legislative action being applied to the development project; geographic location of the proposed development project; or type of development project land use. With the implementation of the proposed impact fees, some current fees will be **replaced**, others will remain with **no change**, and several new fees are being proposed. The chart below shows the City's current fees, the circumstances (geographic, land use, legislative) under which the fee applies, the proposed fees, the fees that will be replaced, will be new, or stay the same, and the circumstances under which the new fees apply.

Current Fee	Application	Proposed Fee	Status	Applic.
Sewer Connection	All development	Wastewater	Replace	All
Water Connection	All development	Water	Replace	All
Traffic/ Signal	Geographic location- All development	Streets	Replace	All
Sewer Impact	Annexation/ Rezone when density/intensity increases-All development	Wastewater	Replace	Rezone to increase density- All development
Street/ Alley Lighting	All development except SF residential	Same	No change	Same
Drainage	Geographic location- All development	Same	No change	Same
Park Acquisition	Residential	Same	No change	Same
Park Dev.	Residential	Same	No change	Same
		Buildings	New	All
		City Hall	New	All
		Rec/Parks	New	All
		Police	New	All
		Fire	New	All
		Library	New	All

Proposed Fees

The proposed impact fees are shown below. It is important to note that these fees represent the total infrastructure costs at this point in time for those facilities associated with growth. These fees are shown to provide an accurate picture of the cost of growth to the City and its citizens.

Fee Component	Single Family	Multi Family	Commercial	Industrial
	Per Unit		Per Square Foot	
Buildings (Corp. Yard)	$83	$44	$0.06	$0.06
City Hall	$68	$36	$0.05	$0.05
Rec & Parks	$520	$139	$0.03	$0.02
Police	$112	$149	$0.09	$0.09
Fire	$124	$66	$0.01	$0.01
Library	$209	$112	$0.03	$0.03
Traffic	$2,810	$1,685	Note	Note
Water	$1,313	$1,313	Note	Note
Wastewater	$2,064	$1,179	Note	Note
SUBTOTAL	$7,303	$4,723		
LESS	$2,621		Approximate current fee total for single family residential construction. Includes sewer connection, water connection, and sewer impact. Excludes those fees which have limited application. Based upon a 2,000 square foot living area.	
TOTAL	$4,682		This amount represents the additional fees being proposed. This total will likely be lower for various types of development due to various limited application fees which will be replaced. See chart under Current Fees.	

Note: Traffic fees are detailed in the section which follows this one, titled "Traffic Mitigation Fee". Water fees are stated by meter size and annexation area. Wastewater fees are stated in terms of connections.

Additional Financing Methods

Impact fees represent only one aspect of capital project financing, and are used in concert with other funding mechanisms to maximize all dollars to the fullest. Other funding mechanisms include Gas Tax (State/distributed by formula/street maintenance and

reconstruction), utility rates, exactions, Certificates of Participation, State Transportation Funds (State/formula/unmet transportation needs), Local Program Partnership State/application/street reconstruction), Measure D (County/City/transportation projects designated legislatively), grants, General Fund, Federal Aid Urban (Federal/formula/ street improvements in the Federal system), and Redevelopment Tax Increment. Each of these funding sources is not always available. They may have to be applied for competitively, and they typically come with restrictions for expending funds. The City endeavors to use all resources to their fullest extent. Impact fees provide one more financing arm that will enable the City to provide the infrastructure required by development for planned, orderly growth.

Recommendations

It is proposed that the City Council take the following actions related to enacting AB 1600 development impact fees:

1. Direct the distribution of the report prepared by DMG & Associates which has been prepared pursuant to State law requirements for the enactment of AB 1600 development impact fees;
2. Direct staff to meet with interested community groups; and
3. Schedule a public hearing at a future date to consider the adoption of the proposed development impact fees pursuant to the requirements of AB 1600.

P17-Abfees

INTRODUCTION

The following report outlines the Traffic Improvement Fee Program developed for the City of Santa Maria. The fee program has been developed in order to provide a mechanism for funding transportation improvements which will be needed to accommodate traffic generated by future development within the City of Santa Maria and its Sphere of Influence annexation areas.

The City of Santa Maria is currently and will continue to experience growth commensurate with a dynamic community. Future growth will generate a need for the extension and expansion of the City's existing circulation system. The City of Santa Maria is currently updating the Circulation Element of the General Plan in order to identify the circulation requirements associated with the development of the City and Sphere of Influence areas, as outlined in the Land Use Element of the General Plan. A computer traffic model (TModel2) has been developed for the City to analyze the transportation impacts associated with General Plan buildout and evaluate the effects of various improvement strategies. More detailed information regarding the development of the traffic model is presented in the Santa Maria Area Traffic Model Development Documentation Report[1], and the City of Santa Maria Traffic and Circulation Modeling Study Report.[2]

It is the City's current policy to require new developments to pay for the cost of public facilities required to serve them. A common method utilized by California cities to assign the costs of new public facilities to developments is the assessment of improvement fees. These fees must comply with Government Code Sections 66000 - 66003 (AB 1600) and Sections 53077, 54997, and 54998 as amended (SB 372). These code sections are discussed in the following text.

PROGRAM REQUIREMENTS AND CITY POLICIES

There are four general requirements listed in the California Government Code (Sections 66000-66003) which apply to the implementation and maintenance of improvement fee programs, as outlined below:

1. In establishing an improvement fee, the city must:

    a. Identify the purpose of the fee;
    b. Identify the use to which the fee will be put;
    c. Determine that there is a reasonable relationship between the use of the fee and the type of development project on which the fee is imposed;
    d. Determine that there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.

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[1] Santa Maria Area Traffic Model Development Documentation Report, Associated Transportation Engineers, December, 1991.

[2] Traffic and Circulation Modeling Study Report for the City of Santa Maria Circulation Element Update and Traffic Improvement Fee Program, Associated Transportation Engineers, December, 1991.

2. The fee must be segregated from the general fund in order to avoid co-mingling of capital facilities fees and the general fund.

3. If the City retains possession of a developer fee for five years or more, and has not spent that money or committed that money to a project, then findings must be made describing the continuing need for that money each fiscal year after the five years have expired.

4. If the City cannot make the findings required under item 3 above, then the City must return the collected fees with interest.

The monies collected through the fee program will be used, in conjunction with other revenues, to fund the capital improvements required to maintain acceptable operating conditions on the City's circulation system with the addition of traffic generated by future development. The City of Santa Maria has adopted "Level of Service" D (LOS D) as the minimum operational standard for all streets and intersections located within its jurisdiction (a description of the level of service criteria is contained in the Circulation Element Update document).

A Capital Improvement Program (CIP) will be adopted in conjunction with the fee program, outlining the various improvement projects required to improve operational service levels within the City's transportation infrastructure. These projects will be constructed using available revenues, including the fee monies. The CIP will also be updated periodically to reflect the changing pattern of growth within the City.

AVAILABLE FUNDING

The City of Santa Maria currently utilizes several funding sources for the construction of transportation-related capital improvement projects. These include gas tax revenues, Proposition 111 monies, local and regional Measure D sales tax revenues, SB 300 (regional) funds and general fund monies. For the past 3 years, the City has been expending approximately $1,250,000 of their available funds on capital improvement projects. In addition, there have been expenditures and allocations of regional Measure D and SB 300 funds for projects in the Santa Maria area. The amount of funds available to the City is also increasing at a rate of approximately 5% per year due to increased population levels and associated tax revenues.

Estimates of the funds that will be available to the City during the fiscal year period between 1992-1993 and 2004-2005 are itemized in Table 1. These projections assume that the current tax revenue growth rates outlined in the City's 1990-1994 Four Year Improvement Program and the 1991-1996 Measure D Program will be maintained over the entire 13-year period analyzed.

The data presented in Table 1 indicate that the City will have approximately $70,225,021 available for transportation-related improvements during the 1992 to 2005 fiscal year period. These funds will be available for a wide variety of local and regional transportation improvement projects in the Santa Maria area.

Table 1
Revenue Projection Fiscal Years 1992-1993 Through 2004-2005

Funding Source	Total Revenue
Measure D Local Funds: Forecast assuming $1,744,400 1992-1993 revenues and a growth factor of 5% per year, derived from Table 4 of the Measure D Program of Local Projects.	$17,284,470
Measure D Regional Funds: Regional funds allocated for projects in the Santa Maria area, as listed in Table 4-2 of the Measure D Highway Program Strategic Plan.	$17,780,000
Gas Tax Capital Project Revenues: Forecast assuming $1,625,148 1992-1993 funds, $1,491,776 1993-1994 funds with a 4.8% growth factor derived from the Four Year Improvement Program 1990-1994.	$25,096,841
Proposition 111 Funds: Forecast assuming $440,000 1992-1993 base year revenues and a 5% per year growth factor.	$ 7,793,710
SB 300 Regional Funds: Regional funds allocated for projects in the Santa Maria area, as listed in Table 4-2 of the Measure D Highway Program Strategic Plan.	$ 2,270,000
Total Revenue	$70,225,021

ANTICIPATED EXPENDITURES

The City has developed a list of projects and programs that will be required to maintain a minimum operation of LOS D on the street and highway network, as well as provide for transit system growth. The projects which will be required during the planning period are outlined in Exhibit "A", and the overall costs of the improvements, including right-of-way acquisition, are summarized in Table 2. The construction cost estimates listed in Exhibit "A" assume that the improvements will be completed as Public Works projects, and include design and construction engineering costs. Additionally, the costs of the projects listed in the 1989 Measure D Highway Program Strategic Plan were adjusted to 1991 dollars.

The improvement project list incorporates projects which are currently identified in City, County and State capital improvement and expenditure programs, as well as future projects which will be required to serve forecast development in the Santa Maria area.

Table 2
Projected Expenditures Fiscal Year 1992-1993 Through 2004-2005

Expenditure Projects and Programs	Total Expenditure
Measure D Local Funds for Maintenance Program @ $750,000/year	$ 9,575,000
Construction Projects from Fee Program Report (Exhibit A)	$100,322,000
Right-of-Way from Fee Program Report (Exhibit A)	$ 35,383,000
Total Expenditure	$145,280,000

As summarized in Table 2, the total estimated expenditures required for maintenance programs and transportation improvement projects during the planning period is $145,280,000. The funds required for these improvements which are in excess of the projected revenues summarized in Table 1 will be generated using traffic improvement fees assessed on new developments located within the City and Sphere annexation areas.

FUNDING SHORTFALL

The transportation improvements required to accommodate future development to the fiscal year period of 2004-2005 are listed in Exhibit "A", and the costs of these improvements are shown in Table 2. The revenues available to the City are discussed in the Available Funding section of this report and itemized in Table 1. Table 3 summarizes the revenues and expenditures related to transportation projects and shows the revenue shortfall which would occur during the 13-year planning period.

Table 3
Projected Revenue Shortfall Fiscal Year 1992-1993 Through 2004-2005

Expenditure or Revenue	Total
Total Expenditure	$145,280,000
Total Revenue	$ 70,225,000
Revenue Shortfall	$ 75,055,000

The data presented in Table 3 indicate that the City will experience a funding shortfall of $75,055,000 during 1992-1993 to 2004-2005 planning period.

NEW GROWTH AND DEVELOPMENT

The City of Santa Maria General Plan Land Use Element, Sphere of Influence annexation studies and, where applicable, the County General Plan were used to quantify the future land uses included in the City's Circulation Element update analysis. Based upon the projected land uses outlined in these General Plan and Sphere of Influence documents, traffic volumes were forecast for the Santa Maria area utilizing the computer traffic model developed for the City. The traffic model results were then used to determine the future circulation system improvements required in the plan area, which are listed in "Exhibit A".

The following table outlines the land use development projections which were incorporated in the traffic model for the City of Santa Maria and the Sphere of Influence areas.

Table 4
Future Land Use Assumptions

Land Use Type	Net Growth
Residential: Single Family Developments	6,522 Units
Residential: Multi-Family Developments	6,858 Units
Industrial: Light & Heavy Industrial Facilities	9,647,802 S.F.
Office: General & Medical Office Buildings	1.329,920 S.F.
Commercial: All Local and Regional Commercial-Type Projects	2,726,128 S.F.

Based on the land use forecasts outlined in Table 4, trip generation estimates were calculated for the future year traffic scenario using the computer model. The model indicated that approximately 32,050 new peak hour trips (PHT) would be generated from private developments proposed in the City and Sphere of Influence areas. The PHT estimates do not include trips generated by future developments located in the Community of Orcutt or other areas of Santa Barbara County which are not anticipated for annexation to the City, as these trips would not be subject to the City's Traffic Improvement Fee Program.

FEE COMPUTATION

Based on the data reviewed previously in this report, the City of Santa Maria is expected to experience a revenue shortfall of $75,055,000 during the 1992-1993 to 2004-2005 fiscal year period. This revenue shortfall will be funded using monies collected through assessment of the Traffic Improvement Fee.

The amount of the fee was determined by first calculating a fee per new peak hour trip generated in the plan area. This was accomplished by dividing the forecast revenue shortfall by the number of future peak hour trips generated by developments proposed within the City and Sphere of Influence annexation areas. This computation is shown below:

Funding Shortfall	/	Peak Hour Trips	=	Fee Per Trip
$75,055,000	/	32,050 PHT	=	$2,342/PHT

The trip length frequencies used in the traffic model were next examined to determine the number of overall vehicle miles which would be generated by the various land use types contained in the model. This analysis found that the trips lengths associated with the residential developments were approximately 20 percent higher than those generated by non-residential uses. The fee rates were therefore adjusted to account for this difference, essentially lowering the peak hour trip fee for non-residential land uses from $2,342.00 to $2,110.00, while increasing the residential trip fee to $2,810.00.

In order to simplify the administration of the fee program, the base peak hour trip fees discussed above were converted to fees which correlate to standard land use measurement units (i.e. dwelling unit, 1,000 square feet of building area, etc.). The fees per land use type are summarized in Table 5, and definitions of the land use types are listed in Table 6.

For non-residential uses not given in Table 5, the City Engineer shall determine the fee based on the number of net primary trips generated by the proposed development. The fee per trip shall be as adopted by the City Council ($2,110.00).

CITY OF SANTA MARIA
TRAFFIC FEE ANALYSIS
TRAFFIC IMPROVEMENT FEE

LAND USE CATEGORY	UNIT TYPE*	FEE PER UNIT	FEE PER SQ. FT.
RESIDENTIAL:			
Single Family	Dwelling Units	$ 2,810	$ 1.56**
Multi-family	Dwelling Units	$ 1,685	$ 1.53
Senior/Affordable Housing	Dwelling Units	$ 635	$ 0.79
INDUSTRIAL:			
Light Industrial	1,000 Sq. Ft.	$ 2,110	$ 2.11
Heavy Industrial	1,000 Sq. Ft.	$ 420	$ 0.42
MEDICAL:			
Medical Office/Clinic	1,000 Sq. Ft.	$ 9,500	$ 9.50
Hospital	Number of Beds	$ 2,530	N/A
Congregate Care/Nursing Home	Number of Beds	$ 420	N/A
OFFICE:			
General Office <100,000 S.F.	1,000 Sq. Ft.	$ 5,280	$ 5.28
General Office <400,000 S.F.	1,000 Sq. Ft.	$ 3,170	$ 3.17
General Office >400,000 S.F.	1,000 Sq. Ft.	$ 2,530	$ 2.53
COMMERCIAL:			
Retail Shops <100,000 S.F.	1,000 Sq. Ft.	$ 6,330	$ 6.33
Retail Shops <400,000 S.F.	1,000 Sq. Ft.	$ 3,800	$ 3.80
Retail Shops >400,000 S.F.	1,000 Sq. Ft.	$ 2,530	$ 2.53
MARKETS:			
Supermarket	1,000 Sq. Ft.	$ 7,600	$ 7.60
Convenience	1,000 Sq. Ft.	$40,100	$40.10
RESTAURANTS:			
Quality	1,000 Sq. Ft.	$ 8,440	$ 8.44
High Turn-over Sit Down	1,000 Sq. Ft.	$16,880	$16.88
Fast Food	1,000 Sq. Ft.	$31,650	$31.65
MISCELLANEOUS:			
Hotel/Motel	Guest Room	$ 1,480	N/A
Service Station	Fueling Position	$ 6,330	N/A
Service Station & Food Mart	1,000 Sq. Ft.	$ 2,530	$ 2.53
Bank/Savings & Loan	1,000 Sq. Ft.	$18,360	$18.36
Movie Theaters	1,000 Sq. Ft.	$38,400	$38.40
Churches	1,000 Sq. Ft.	$ 1,480	$ 1.48
Auto Dealership	1,000 Sq. Ft.	$ 8,440	$ 8.44

* Source A.T.E.
* Square Feet Equate to Gross Building Area
** Assume 1,800 Sq. Ft. Home
Assume 1,100 Sq. Ft. Multi-family Unit
Assume 800 Sq. Ft. Senior/Affordable Unit

LForms-TraffFee

TABLE 6
CITY OF SANTA MARIA TRAFFIC IMPROVEMENT FEE PROGRAM
LAND USE CATEGORY DEFINITIONS

Single Family Residential: Detached housing units, subdivisions, etc.

Multi-Family: Condominiums, townhomes, apartments, & mobile homes.

Senior/Affordable Housing: Attached and detached senior housing, attached and detached affordable units as determined by the City.

Light Industrial: General light industrial facilities, industrial parks, warehouses, and manufacturing plants.

Heavy Industrial: General heavy industrial facilities, mini-warehouses, and agricultural-related industrial uses.

Medical Office/Clinic: Medical and dental offices, health care clinics and out-patient centers.

Hospital: General hospitals, facilities which offer in-patient care.

Congregate Care/Nursing Home: Convalescent homes, rest homes, chronic care facilities.

Office: Commercial and business offices housing professional services, real estate, insurance, legal, investment, etc.

Retail Shops: General retail facilities, shopping centers, strip commercial, etc.

Facility Name	Project Description	Cost Estimate Construction	Right–of–Way	Remarks
Roadway Improvements:				
U.S. Highway 101	Widen to 6 lanes between Santa Maria Way and the San Luis Obispo County Line	$6,000,000	$0	50% City share
Route 135	Widen to 6 lanes between UVP and Santa Maria Way	$4,185,000	$0	
Route 135	Widen to 6 lanes between Santa Maria Way and Betteravia Road	$351,000	$0	
Route 135	Widen to 6 lanes between Stowell Road and Cook Street	$1,000,000	$2,700,000	R/W $28/sf
Miller Street	Widen to 4 lanes as needed between Santa Maria Way and Stowell Road	$887,000	$0	
Miller Street	Widen to 4 lane between Stowell Road and Roble Street	$763,000	$2,713,000	R/W incl. houses
Miller Street	Widen to 4 lanes between Chapel Street and Alvin Avenue	$460,000	$2,000,000	R/W incl. houses
Blosser Road	Widen to 4 lanes between Betteravia Road and Stowell Road	$2,150,000	$0	
Blosser Road	Widen to 4 lanes between Cook Street and Donovan Road	$1,438,000	$0	
Blosser Road	Widen to 4 lanes between Donovan Road and Taylor Street	$2,080,000	$0	
Blosser Road	Widen to 4 lanes between UVP and Foster Road	$430,000	$450,000	R/W $5/sf
Betteravia Road	Widen to 6 lanes between Miller Street and U.S. Highway 101	$1,170,000	$0	
'E' Street	Construct to 4–lane arterial standards between UVP and Betteravia Road	$6,400,000	$8,268,000	R/W $5/sf

Facility Name	Project Description	Cost Estimate Construction	Right–of–Way	Remarks
College Drive	Construct 4–lane arterial extension between Battles Road and Betteravia Road	$850,000	$2,450,000	R/W $10/sf
College Drive	Construct 4–lane arterial extension between McCoy Lane and Sunrise Drive	$600,000	$1,072,000	R/W $10/sf
Union Valley Parkway	Construct portions of planned 4–lane expressway in area located within City limits	$3,000,000	$1,000,000	R/W incl. MFD
Depot Street	Construct extension between Route 166 and Church Street	$360,000	$1,250,000	
Stowell Road	Reconstruct to 4–lane arterial standards between Route 135 and College Drive	$420,000	$250,000	
Stowell Road	Widen to 4 lanes between Blosser Road and 'A' Street	$600,000	$300,000	R/W $5/sf
Hanson Way	Widen to 4 lanes between Stowell Road and Route 166	$1,140,000	$510,000	
Foster Road	Widen to 4 lanes between Route 135 and Blosser Road	$1,200,000	$650,000	R/W $5/sf
Main Street	Widen to 4 lanes between Palisade Drive and eastern City limit boundary	$1,180,000	$0	
McCoy Lane	Construct to secondary arterial standards between 'A' Street and Mahoney Road	$1,890,000	$3,120,000	R/W $5/sf
'A' Street	Improve to secondary arterial standards between McCoy Lane and Stowell Road	$1,840,000	$3,500,000	R/W $5/sf
Alvin Avenue	Improve to secondary arterial standards between Curryer Street and Miller Street	$460,000	$3,000,000	R/W incl. bldgs.

Facility Name	Project Description	Cost Estimate Construction	Right–of–Way	Remarks
Interchange Reconstruction:				
Route 135/US Highway 101	Widen and reconstruct interchange	$5,000,000	Incl	
Route 166/US Highway 101	" " " "	$7,500,000	Incl	
Stowell Road/US Highway 101	" " " "	$4,100,000	Incl	
Donovan Road/US Highway 101	" " " "	$7,000,000	Incl	
Betteravia Road/US Highway 101	" " " "	$8,940,000	Incl	$10.94 mil total $2.0 mil County share
McCoy Lane/US Highway 101	Construct new interchange	$6,000,000	$300,000	
Route 135/Union Valley Parkway	Construct new interchange	$3,000,000	$1,000,000	$8.0 mil total $4.0 mil County share
Intersection Improvements:				
Blosser Road/Stowell Road	Add NB right–turn lane, add EB left–turn lane	$300,000	$0	
Route 135/Betteravia Road	Reconstruct intersection	$1,500,000	Incl	
Route 135/McCoy Lane	Add SB left–turn lane, widen EB approach to provide a left–turn lane, 2 thru lanes and a separate right–turn lane, add WB thru lane	$450,000	$0	SB thru & R/W – Rte 135 project
Route 135/Foster Road	Add NB thru lane, SB thru lane, EB left–turn lane, and WB left–turn lane	$250,000	$0	NB & SB thru lanes & R/W Rte 135 project
Route 135/Lakeview Road	Add NB thru lane, SB thru lane, and EB left–turn lane	$200,000	$0	NB & SB thru lanes & R/W Rte 135 project
Stowell Road/College Drive	Lengthen WB left–turn lane	$50,000	$50,000	
Route 135/Morrison Avenue	Add EB right–turn lane, widen eastern leg	$75,000	$800,000	
Santa Maria Way/Miller Street	Construct SB dual left–turn lanes	$100,000	$0	

Facility Name	Project Description	Cost Estimate Construction	Right–of–Way	Remarks
Signal Installations:				
Donovan Road/Railroad Avenue	Install traffic signal	$105,000	$0	
Donovan Road/College Drive	" " "	$105,000	$0	
Route 166/Depot Street	" " "	$105,000	$0	
Route 166/Suey Road	" " "	$55,000	$0	Partially Funded
Battles Road/College Drive	" " "	$105,000	$0	
Battles Road/Bradley Road	" " "	$105,000	$0	
Battles Road/Railroad Avenue	" " "	$105,000	$0	
Betteravia Road/Bradley Road	" " "	$105,000	$0	
Betteravia Road/Depot Street	" " "	$105,000	$0	
Betteravia Road/College Drive	" " "	$105,000	$0	
Betteravia/Mahoney Road/E Street	" " "	$140,000	$0	
Betteravia Road/'A' Street	" " "	$105,000	$0	
College Drive/McCoy Lane	" " "	$105,000	$0	
College Drive/Bradley Road	" " "	$105,000	$0	
College Drive/Sunrise Drive	" " "	$105,000	$0	
College Drive/Cook Street	" " "	$105,000	$0	
College Drive/Fesler Street	" " "	$105,000	$0	
College Drive/Alvin Avenue	" " "	$105,000	$0	
College Drive/Jones Street	" " "	$105,000	$0	
Bradley Road/McCoy Lane	" " "	$105,000	$0	
Blosser Road/Battles Road	" " "	$105,000	$0	
Blosser Road/Carmen Lane	" " "	$105,000	$0	
Black Road–Olivewood Road	" " "	$105,000	$0	
Foster Road/Frontage Road	" " "	$105,000	$0	
Miller Street/Fesler Street	" " "	$105,000	$0	
Miller Street/Boone Street	" " "	$105,000	$0	
Miller Street/Park Avenue	" " "	$103,000	$0	Partially Funded
Miller Street/San Ysidro Street	" " "	$105,000	$0	
Miller Street/Alvin Avenue	" " "	$105,000	$0	
Morisson Avenue/Depot Street	" " "	$105,000	$0	
Morrison Avenue/Blosser Road	" " "	$85,000	$0	Partially Funded

Facility Name	Project Description	Cost Estimate Construction	Right–of–Way	Remarks
Morrison Avenue/Western Avenue	Install traffic signal	$105,000	$0	
Skyway/Frontage Road	" " "	$105,000	$0	
Skyway Drive/Airpark Drive	" " "	$105,000	$0	
Western Avenue/Cook Street	" " "	$105,000	$0	
Depot Street/Cook Street	" " "	$105,000	$0	
Depot Street/Carmen Lane	" " "	$105,000	$0	
Stowell Road/Western Avenue	" " "	$105,000	$0	
Route 135/Grant Street	" " "	$105,000	$0	
Route 135/Roemer Way	" " "	$55,000	$0	Partially Funded
Hanson Way/Route 166	" " "	$105,000	$0	
Hanson Way/Stowell Road	" " "	$105,000	$0	
Signal Coordination System	Install System	$500,000	$0	
Transit Projects:				
10 additional busses @ $150,000 each		$1,500,000	na	
Purchase/lease transit facility		$500,000	na	
Bus stops, benches, & shelters		$100,000	na	
Computer system		$20,000	na	
Micellaneous Projects:				
Miscellaneous improvement projects	Various street–related improvements (Including regular traffic fee updates)	$4,200,000	na	350k per year
Drainage Projects:				
Drainage improvement projects	Various street–related drainage projects	$3,860,000	na	
Total Cost Estimate:		$100,322,000	$35,383,000	$135,705,000

GROWTH MANAGEMENT

INTRODUCTION

This section of the report is provided to allow the City Council, Planning Commission, and the public an opportunity to review the concept of Growth Management for the purpose of determining if it can be an effective tool for Santa Maria to mitigate the negative effects of growth.

Growth Management has been viewed by many as an artificial interference with the "free market system." However, many cities have determined that regulating growth to a desirable level or percentage is necessary to enable the jurisdiction to plan for and develop the required infrastructure. Growth is extremely sporadic, and almost totally dependant on national and regional economic conditions. Historically, cities experience major fluctuations in the development of residential and commercial/industrial square footage per year. In Santa Maria, between 1980 and 1991, the number of SFD's built per year ranged from a low of 159 to a high of 600. The number of multiple dwelling units added range from 0 (zero) in 1988 to 674 in 1986. The demand year to year is totally outside the local jurisdiction's control. In addition, as jurisdictions throughout the Central Coast continue to enact growth management programs, additional pressure is placed on Santa Maria to accommodate this increased and displaced demand.

The following sections will evaluate: Santa Maria's existing General Plan policy as it relates to growth; the background of Growth Management in California; cities of the Central Coast that have implemented Growth Management Ordinances; Population Growth Scenarios providing information on the total population of Santa Maria assuming different rates of growth; and conclude with a section on Growth Management Options.

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ADOPTED GENERAL PLAN GROWTH POLICY

As required by state law, Santa Maria has a General Plan including seven mandatory elements: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. This plan is to provide the City with a comprehensive, long-term plan for the physical development of the City including land outside the boundaries of the City where there is an established relationship to the City. The General Plan and elements therein must be internally consistent and contain compatible policy.

Included herein are existing approved general plan policies that are related to growth. Most of the policies are in the Land Use Element (LUE); additional policies are also in the Environmental Resource and Management Element (ERME) which includes the Open Space and Conservation Elements.

The Land Use Element makes certain assumptions which have great bearing on the development of the land use goals and policies of the City. The assumptions that form the basis for the Land Use Element of the General Plan are:

1. The quality of life in Santa Maria can be improved by the maximum participation of citizens and public officials in a concerted planning effort.

2. The City and County will work with increased coordination toward common goals in guiding future development in the Sphere of Influence and Planning Area. Both entities exercise substantial influence over development decisions, but individual actions taken must be in concert with mutually established goals.

3. The City will pursue a policy of accommodating growth compatible with adopted social, economic, and environmental objectives.

4. The State Water Project may be constructed to provide water to the valley within the planning period.

5. Development will pay its own way for infrastructure.

6. The *capital improvement* programming necessitated by the community's development can be undertaken in accordance with the Land Use Element.

7. The basic procedures and tools to accommodate the community's growth and development will be substantially the same as they are now and will include the *Specific Plan* process.

The purpose of the Land Use Element is to ensure that the City's goals and objectives are achieved, and that the programs outlined in the element can be implemented. Therefore, in a sense, the Land Use Element is a form of "growth management" by directing growth, in terms of (1) type, (2) location, and (3) phasing, to occur in a pattern desired by the City. There are several ways in which the LUE can be seen as a growth management program, including the following:

- a. Major *regional retail commercial* uses will continue to be concentrated in the central business district so that the downtown remains the urban center of the City.

- b. Setting service availability standards (i.e. setting specific threshold levels for water consumption, sewage discharge, or traffic levels) which are not to be exceeded by new development.

- c. The adoption of capital improvement programs governing the extension of services to assure that all development takes place within areas where adequate services are available.

- d. Establishing agricultural and industrial *reserve lines*, which recognize the basic economic values in the community, to set aside areas considered inappropriate for residential development.
- e. Increased coordination between the County and City regarding land use decisions to ensure balanced and supportive land uses within the Santa Maria Valley.

- f. Increased coordination between LAFCO and the City. As the need for developable land increases, the City will need to amend its Sphere of Influence boundary and annex *unincorporated* land; LAFCO must approve all such annexations.

The LUE projects a 3.1 percent annual population growth rate over the next 10-year period. If the City's growth rate significantly exceeds 3.1 percent or appears to be approaching levels which cannot be supported by existing and planned infrastructure, the LUE growth projections will need to be adjusted and the remaining elements of the General Plan will also need to be reviewed to assure consistency with the LUE. The City may also find it necessary to adopt a growth management program. Such a program would be subject to legal requirements and might include:

- a. Short-term limits on the amount of construction.

- b. Increasing new development fees to cover all costs of public improvements.

- c. Phase annexations to allow the City infrastructure to "grow into" the next phase of annexations.

Following is summary of the City's existing goals, policies and objectives directly related to growth management.

1. It is the goal of the City of Santa Maria to discourage sprawl and "leap-frog" development. (L.U.5)

   It is the policy of the City of Santa Maria to amend the present Sphere of Influence line to indicate the ultimate boundary for urban development. (L.U.5)

   To this end, it is the City's objective to:

   a. Determine the nature and extend of development desired in the unincorporated areas located within the urban limit line and within the sphere study areas and prezone accordingly. (L.U.5a)

   b. Implement an annexation program which would encourage the phased annexation of those areas within the urban limit line. (L.U.5b)

   c. Undertake an infill program which will promote new development within the City on undeveloped or underdeveloped parcels. (L.U.5c)

   d. Locate new development contiguous to compatible existing development. (L.U.5d)

2a. It is the goal of the City of Santa Maria to accommodate new development, balancing social, environmental and economic considerations. (L.U.6a)

2b. It is the goal of the City of Santa Maria to accommodate growth while making every effort to preserve agricultural resources in the surrounding region. (L.R.6b)

2c. It is the goal of the City of Santa Maria to achieve a balance between increased development and the maintenance, management, and/or preservation of local resources. (L.U.6c)

It is the policy of the City of Santa Maria to work with Santa Barbara County and LAFCO to support mutually reinforcing goals of locating urban development within municipalities and urban areas of the county in order to protect agricultural land and to efficiently utilize public infrastructure. (L.U.6b)

To these ends, it is the City's objective to:

   a. Establish a Sphere of Influence line, as proposed in Goal L.U.5, that will be an effective tool in reducing development pressures on the outlying agricultural areas. (L.U.6c)

b. Develop programs balancing development location; type of urban growth within the available supply of natural resources, preserving water, air, and open space resources; and the development rate, with the ability to provide infrastructure and services and assure a job/housing balance. (L.U.6g)

3. It is the goal of the City of Santa Maria to provide all necessary urban services and facilities for present and future City residents which includes providing sufficient land for community facilities (i.e., fire station, police station, library, cultural center). (L.U.2)

It is the policy of the City of Santa Maria to insure that all urban services and infrastructure are planned and provided for in a timely manner and sufficient land is reserved for this provision. (L.U.2)

To this end, it is the City's objective to:

a. Maintain the Land Use Element to ensure a pattern of residential densities which can be served by the sewage, drainage, transportation, and utility systems, schools, and recreational facilities of the community. (L.U.2a)

b. Coordinate land uses to match improvements to the urban infrastructure. (L.U.2b)

c. Provide well-located commercial and industrial sites for new development that are adequately served by highways, railroads, utilities, and other municipal services, and do not impact established residential areas. (L.U.2c)

d. Provide large areas for agricultural related industry that are free from urban type uses, thus, avoiding, typical land use conflicts.

e. Coordinate future land uses with the Santa Maria-Bonita School District, Orcutt Union School District, and the Santa Maria Unified High School District to ensure that adequate school sites are reserved to support future growth. (L.U.2e)

f. Ensure that development "pays its own way" by minimizing publicly financed and maintained facilities, and assume that development will be phased with construction and provision of supporting infrastructure. Implement developer fees and improvement districts assuring adequate community facilities are provided as development occurs. (L.U.2f)

g. Ensure that adequate land is provided for those institutional and public activities which will serve new development consistent with the established standards of the General Plan. (L.U.2F)

4. It is the policy of the City to direct new development to those locations with existing or committed services. (ERME 7a)

5. It is the policy of the City to encourage "infill" development of bypassed vacant land within urbanized areas without endangering environmentally sensitive areas. (ERME 7b)

ENVIRONMENTAL RESOURCE MANAGEMENT ELEMENT

URBAN DEVELOPMENT STRATEGY

The Urban Development Strategy is a means of integrating principles and objectives of environmental management with other planning goals of the growing community of Santa Maria. By considering the opportunities and limitations posed by the environmental factors analyzed in this document, the strategy can help direct the overall growth of the community. Growth in Santa Maria will depend not only on environmental factors, but on the availability of public services.

This Development Strategy was approved with the ERME adoption in 1981. The purpose is to assure that there is adequate infrastructure and public services to facilitate development and to direct development away from prime agricultural land and other environmental resources.

GROWTH MANAGEMENT IN CALIFORNIA

A brief eleven page report on Growth Management (Appendix C) was prepared by Mr. Robert H. Freilich, an attorney who presented said report to the Tri-Counties Local Government Attorney's Association in April 1991. The report is also sub-titled "How to Prevent the Los Angelization of the Tri-Counties and Making Development Pay Its Way." This report provides a good background and summary of various options available to manage growth.

P17-GMIC

CITIES ON THE CENTRAL COAST WITH GROWTH MANAGEMENT PROGRAMS

The cities of the Central Coast have been surveyed to determine which cities have Growth Management Ordinances, and the major provisions of each city's ordinance have been reviewed. The chart on the following page lists the number of dwellings permitted each year, or the percentage, which usually refers to a percentage of dwelling units, not population. Most cities provide exemptions for projects that have been in the "pipeline" (approval process), projects that have an approved tentative map and projects or lots that are already improved. Some cities will exempt affordable housing based on a stated definition. Some cities will exempt all one and two unit (duplex) projects and one city exempts infill development which refers to projects within a defined area that is in need of redevelopment.

Most cities utilize a "Point System" to determine which project gets approved. Points are given for affordability, location, availability of infrastructure, energy efficiency, landscaping, architectural amenities and bikeways, greenbelts, and recreation facilities provided (not all inclusive), see Appendix B, City of Camarillo, Growth Management Point System.

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CITIES OF CENTRAL COAST WITH GROWTH MANAGEMENT PROGRAMS

CITY	NUMBER OF DWELLING UNITS/YEAR OR % GROWTH/YEAR	EXEMPTIONS AFFORDABLE HOUSING	OTHER EXEMPTIONS	POINT SYSTEM
VENTURA	370 Dwelling Units/Yr.	Yes; 100/Yr.		Yes
MOORPARK	400 1st Yr. 250 thru 1994		10% Deviation/Yr.	
OJAI	12 SFD's/Yr. 4 Multiple/Yr.		Density Bonus for affordable	Yes
THOUSAND OAKS	650 Dwelling Units/Yr.	Senior Hsg. Handicapped Hsg./Low Income Hsg.	Existing Improved Lots; Infill	Yes
CAMARILLO	700 1st Yr. 400 thereafter		10% Deviation/Yr. to Yr. - Model Homes	Yes
PISMO BEACH	3%/Yr.	No		
GROVER CITY	123 Dwelling Units/Yr.	No		
SAN LUIS OBISPO	1%/Yr.	Yes	1 to 2 dwellings	Yes
ATASCADERO	General Plan limits build out to 33,000 total population			
PASO ROBLES	General Plan population target of 35,000 by year 2010			

POPULATION GROWTH SCENARIOS

As shown in the beginning of this report under Historical Growth Patterns, Santa Maria has experienced a very healthy growth rate from 1980 to 1990 of 4.4% (average annual rate); from 1990 to 1991, Santa Maria grew 2.6%; from 1991 to 1992, Santa Maria grew 2.5% using State Department of Finance figures.

The Table on the following page labeled "Population Growth Scenarios" reveals what total population Santa Maria would have at the years 2000 and 2010 given various percentages of growth. The assumption is that Santa Maria will grow at a higher rate between 1990 and 2000 and a slower rate during the second decade 2000 and 2010.

The Table "Population Growth Projections" indicates that if Santa Maria grows at an "Extremely Fast" rate of 6% to the year 2000, our population would increase from 61,284 in 1990 to 109,700 in the year 2000; if growth occurs at 4% from 2000 to 2010, our population would be 162,500. If however, Santa Maria grows at a "Moderate" rate of 3% during the first decade, our population in the year 2000 would be 82,400; if a "Very Slow" growth rate of 1% occurs from 2000 to 2010, our total population would be 91,000.

There is obviously a full array of growth scenarios that could occur. The assumption that the growth rate in the first decade will be higher than the second decade could be incorrect depending on the national economy and other external economic influences.

POPULATION GROWTH SCENARIOS*
1990 - 2010

6.00%	1990-2000
POP:	**109,700**
4.00%	2000-2010
POP:	**162,500**
5.00%	1990-2000
POP:	**99,800**
3.00%	2000-2010
POP:	**134,200**
4.00%	1990-2000
POP:	**90,700**
2.00%	2000-2010
POP:	**110,600**
3.00%	1990-2000
POP:	**82,400**
1.00%	2000-2010
POP:	**91,000**

1980 POPULATION: 39,685
1990 POPULATION: 61,284
(4.44% per year growth)

* This table represents four growth rate scenarios. It shows constant annual growth rates, from 3 to 6 percent, during the period from 1990 to 2000. The next ten-year period has proportionately 2 percent less growth, from 1 to 4 percent. The 1990 Census population (61,284) is the base year population.

The table labels each column based on the relative growth rate assumptions:

6% growth rate is called Extremely Fast;
5% growth rate is called Very Fast;
4% growth rate is called Fast;
3% growth rate is called Moderate;
2% growth rate is called Slow;
1% growth rate is called Very Slow.

CONCLUSION AND RECOMMENDATIONS

The City of Santa Maria's General Plan recognizes the value of agriculture as a basic industry and also the aesthetic value of open areas. Many people have stated that they don't want to see the Santa Maria Valley paved into a San Fernando Valley, Los Angeles or Orange County. Of course, there is also the desire of Santa Maria residents to maintain an expanding, or at least, a stable economy and provide jobs and housing for future Santa Maria residents.

SANTA MARIA GROWTH PROJECTION SCENARIOS

Should there be a limit as to how many residents Santa Maria should have? Is there a limit as to how much growth Santa Maria can physically accommodate? The population projections indicate that Santa Maria will have 75,000 people at build-out within our existing city limits; and with our proposed annexations, an additional 16,000 people will live in Santa Maria for a total population of 91,000. Santa Maria has grown at an average of 4.4% per year from 1980 to 1990 when the population increased from 39,685 to 61,284. If this same rate of growth continued through the year 2000, our population would exceed 96,000.

If this same rate of growth was sustained from the year 2000 to 2010, the City of Santa Maria would have 146,000 people (these numbers do not include Orcutt). In reviewing a reduced growth rate, if a 3.10% annual growth rate was maintained for the next 10-year period, the city population would be 83,160 people by the end of this century. If the growth rate for the next 10-year period averaged 1.95% per year, the city population would be over 100,000 people by the year 2010.

INCREASED REGULATIONS AND FINANCIAL CONSIDERATIONS

Many people have stated that due to Santa Maria's historical growth rate remaining relatively high, it is unlikely to change. This can

be countered with the multitude of legislation that affects a city's ability to effectively review and approve projects, such as: water quality, air quality, congestion management, landfill requirements, sewage discharge requirements... . The only development that begins to "pay for itself" is one with retail sales. Santa Barbara County - like the rest of California - has been in a recession for the past two years. Sales tax receipts have faltered, property tax revenue has leveled, and many other income sources have decreased.

Due to this downturn in revenues, operating expenses for the City's general fund have outpaced ongoing revenues by an average of $1.25 million per year for the past two years. Higher levels of government continue to force more regulations, mandates and costs to local government which has also caused economic strife. Appendix (E) reveals how Santa Maria has been affected on the economic side of the ledger. Through cuts from the state and/or new fees added by the county, the City of Santa Maria has lost a total of over 2.2 million dollars, including $1,596,200 on an annual basis. Based upon financial projections, the City faces the need to reduce ongoing expenses or increase operating revenues by $3 million within the next four years. Difficult service level reduction decisions will have to be made over the next four years to "balance" the City's budget.

Based on the economic trends and the state and county passing increased governmental costs and responsibilities down to the local level, the city's ability to facilitate growth as cities have in the past will be severely limited.

POLICY OF DEVELOPMENT PAYING ITS OWN WAY

With the recent state budget deficit of 11 billion dollars and the City of Santa Maria's short term deficit spending, a "pay as you go", "development pay its own way" policy must be adopted. There just does not seem to be a choice. Policy should be established where development does in fact pay its own way, where projects are

required to have for example, private interior streets, public collector streets, homeowners associations, landscape and lighting districts and possibly fire and library districts (not all inclusive). Development exceeding a certain size could be required to provide some recreation facilities on site and receive credit in lieu of totally relying on the City for recreation services and facilities. As indicated in this report, AB1600 fees and traffic fees will be necessary to mitigate development impacts to acceptable levels. If this policy and/or equivalent policy is not adopted, it would appear that the future service level provided to existing and future residents of Santa Maria will decline.

The City's adopted General Plan contains policy that would support implementation of the concept "development must pay its own way" as well as a "Growth Management Strategy." Some of the applicable policy to support "development must pay its own way" is highlighted below.

> "Ensure that development "pays its own way" by minimizing publicly financed and maintained facilities, and assume that development will be phased with construction and provision of supporting infrastructure. Implement developer fees and improvement districts assuring adequate community facilities are provided as development occurs." (L.U.2f)
>
> "Ensure that adequate land is provided for those institutional and public activities which will serve new development consistent with the established standards of the General Plan." (L.U.2f)

DEVELOPMENT MITIGATION FEES

This report contains one chapter on AB1600 fees (Chapter IIIA) which would be used to pay for capital improvements made necessary by development and Traffic Mitigation fees (Chapter IIIB) to reduce impacts due to growth on our circulation system.

In order to adequately respond to growth that does occur, especially in light of our present and projected economic climate, Santa Maria will have to build and expand necessary public

facilities and build and improve required roadways. Chapters IIIA and IIIB fully discuss the necessary improvements, their cost and the prorata fee necessary to mitigate the impacts and build the required facilities. If the required infrastructure and facilities are constructed with fees, the City will still have to fund operation and maintenance which will remain difficult at best. Once again, without these facilities the level of service to existing residents will diminish as unmitigated growth occurs.

THE GENERAL PLAN

Santa Maria's General Plan also contains policy that indicates that we must live and grow within our physical means. Relevant general plan policy is reproduced below.

> "Develop programs balancing development location; type of growth within the available supply of natural resources, preserving water, air, and open space resources; and the development rate, with the ability to provide infrastructure and services and assure a job/housing balance." (L.U.6g)

ENVIRONMENTAL RESOURCE MANAGEMENT ELEMENT

URBAN DEVELOPMENT STRATEGY

> "The Urban Development Strategy is a means of integrating principles and objectives of environmental management with other planning goals of the growing community of Santa Maria. By considering the opportunities and limitations posed by the environmental factors analyzed in this document, the strategy can help direct the overall growth of the community. Growth in Santa Maria will depend not only on environmental factors, but on the availability of public services."
>
> "This Development Strategy was approved with the ERME adoption in 1981. The purpose is to assure that there is adequate infrastructure and public services to facilitate development and to direct development away from prime agricultural land and other environmental resources."

RESOURCE AVAILABILITY

The most obvious resource that we have a limited supply of is water. The Santa Maria City Council established a "Water Management Advisory Committee" on February 6, 1990, which prepared a report which fully studied: Water Supply, Water Demand, Basin Overdraft, Water Quality and Water Conservation; the Executive Summary is attached as Appendix F. The major conclusion of the report was that assuming a safe ground water extraction yield of 4,270 acre feet (present extraction is over 12,000 acre feet per year), 11,300 acre feet of state water, an average annual per capita consumption of .2113 acre feet and a desire to maintain a water quality of 500 ppm TDS/300 ppm TH by mixing state water with extracted ground water would support a total population for Santa Maria of 92,000. This conclusion was based on 11,300 acre feet of state water. Subsequently, City Council has acquired an additional annual allocation of 4,900 acre feet. Assuming all of the above remain constant, with the total state water now at 16,200 acre feet, there would be sufficient water to support a total population of 106,266 (see calculations below).

State Water Project Allotment:	16,200 ac. ft.
Safe Yield from Orcutt Sub-Unit, Santa Maria share:	4,270
Other ground water basin pumping:	1,984
	22,454 AFY
10 year average per capita consumption:	0.2113

Potential population base served by above water supply, based on 0.2113 AFY per capita:

$$\frac{22,454}{0.2113} = 106,266$$

The above numbers are based on the following assumptions:

1. There will not be significant gains in water conservation that would reduce the per capita annual consumption.

2. That the state standard for safe drinking water of 500 ppm TDS/300 ppm TH (total hardness) will be maintained.

3. That the safe annual yield from the Orcutt Sub Unit ground water basin will remain approximately 4,270 AFY.

4. That the conversion of ag land to urban uses would not increase the water supply in the Orcutt Sub Unit (ground water basin). See page 29, last paragraph, Water Management Advisory Report.

5. That the cost of desalination of ocean water remains three to four times the cost of importing state water and therefore, not cost effective.

One of the major conclusions of the Water Management Report is restated as follows:

> "The effect of our recommendations is that the City, over the long term, should plan to rely upon State Water as its primary source of water and rely upon groundwater as a supplementary source. This will improve the long-term reliability of the supply and improve the quality of water delivered to state users. Under this overall plan, water needed for future growth should be paid for by future users." See Appendix F, page 10, 4th paragraph.

RECOMMENDATIONS

In summary, local government has been required to function like a business. With the significant cuts in our "accounts receivable" from the state and the significant increase in "expenditures" due to a shift in financial responsibilities from the state and county to cities, Santa Maria City Council will be faced with many difficult decisions to continue to provide a quality level of service while maintaining a balanced budget and yet allow a reasonable rate of growth.

In order to assist in making these decisions, the following outline is provided:

1. Direct staff to take the following actions related to enacting AB1600 Development Impact Mitigation Fees:

   a. Direct the distribution of the report prepared by DMG & Associates which has been prepared pursuant to State law requirements for the enactment of AB1600 development impact fees;
   b. Direct staff to meet with interested community groups; and
   c. Schedule a public hearing at a future date to consider the adoption of the proposed development impact fees pursuant to the requirements of AB1600.

2. Direct staff to take the following actions related to enacting Traffic Mitigation Fees:

   a. Direct the distribution of the report prepared by Associated Traffic Engineers (ATE) which provides the background and detailed analysis to justify the proposed Traffic Mitigation Fee.
   b. Direct staff to meet with interested community groups; and
   c. Schedule a public hearing at a future date to consider the adoption of the proposed Traffic Mitigation Fee.

3. Direct staff and the Planning Commission to prepare a GROWTH MANAGEMENT POINT SYSTEM that will allow the rating of development proposals that will most benefit the City of Santa Maria. The Point System should prioritize projects based on the following GOALS:
   a. Provisions for cost reduction and cost avoidance for public services, and installation and maintenance of public infrastructure.
   b. Minimal impact on the environment.
   c. Positive social impacts.
   d. Consistency with adopted General Plan.

The four primary goals would be implemented by adopting STANDARDS similar to the City of Camarillo Point System (see Appendix B). The details of the point system would be custom tailored to meet the priorities of the community, Planning Commission and City Council through the public hearing process.

This system of reviewing projects will allow the developer to see "up front" what Santa Maria's priorities are and will permit the Planning Commission and City Council to approve projects that will have minimal impacts and provide the best benefit to our community.

4. Direct the staff and the Planning Commission to prepare an ordinance implementing a Growth Management Program that will allow a reasonable rate of growth consistent with the City's ability to provide necessary public services.

As indicated in the Water Management Report using updated figures (16,200 ac. ft. and 4,270 ac. ft. safe yield), the sustainable population is 106,266. Considering exempted projects, i.e., tentative maps and infill projects providing approximately 10,000 persons, 3,300 dwelling units (approximately 70% build out), the maximum percentage of growth per year to stay within our ability to provide services would be 2.0%, see ANNUAL GROWTH RATE table below. The 2.0% converts into approximately 435 dwelling units per year plus infill projects. Over the last 12 years, 1980 - 1992, the average number of dwelling units added per year was 451, approximately 2 to 3% increase per year; while the population increased at an average of 4.3% per year during the same time period.

ANNUAL GROWTH RATE

	Percentage	Population 2000	Population 2010
1)	1.0	67,694	74,778
2)	1.5	69,410	82,543
3)	2.0	71,120	91,061
4)	2.5	78,535	100,873
5)	3.0	82,359	110,685
6)	3.5	95,253	122,482

* 1990 Base Year Population 61,284

The recommended ordinance should provide for exemptions.

EXEMPTION GUIDELINES

1. Infill development (area within the original four square miles from the intersection of Main Street and Broadway).

2. All projects with approved tentative maps.

3. Affordable housing projects that provide not less than 25% of the housing units to persons or families with incomes not exceeding 80% of Santa Barbara County median income.

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M E M O R A N D U M

DEPARTMENT OF PUBLIC WORKS
ENGINEERING DIVISION

November 1, 1991

TO: City Administrator

FROM: Director of Public Works

SUBJECT: RESOURCE AVAILABILITY AND LIMITATIONS REPORT, JULY 1991
CITY COUNCIL/PLANNING COMMISSION JOINT MEETING SUMMARY

A. Purpose of the Report

The purpose of the Report was to provide information to the City Council and Planning Commission for the Joint Session regarding Resource Availability and Limitations dated July 1991. The Resources reviewed included Water, Wastewater Pipeline and Treatment Plant, Drainage, Landfill, Air Quality, Recreation and Parks, School Facilities (Santa Maria-Bonita School District), and City Facilities. The Report was intended to identify current facilities, facilities currently deficient or known to be deficient with development, the current fee structure and financing options.

B. Summary

Within the Report is a nine page comprehensive summary of the total document. For a detailed discussion of the various topics, please refer to the appropriate section within the Resource Availability and Limitations Report.

Section 2. Water

1. As development occurs or state water is supplied, expansion of the transmission system will be required.
2. The water main distribution system is adequate. Facilities are required to be constructed as development occurs.
3. The City is supplied water through wells. Expansion of the well field is currently justified. Well water costs approximately $250/acre foot to produce.
4. State water project is predicted to begin deliveries in 1996 at an estimated cost of $640/acre foot.
5. Desalinization is an option for the supply of water. Cost estimates range from $1,200 to $2,000/acre foot to produce plus desalinization plant construction costs.
6. The original study which supported the current water connection fee rate was completed in 1977. A new fee study should be required to address source and associated costs prior to future City expansion.

Section 3. Wastewater Pipeline Facilities

1. The wastewater collection system is divided into eight basins. The eight basins flow to interceptor lines which flow to the Wastewater Treatment Plant (WWTP), west of Black Road.
2. Land use variability can jeopardize the sewer systems ability to maintain acceptable sanitary service levels.
3. A sewer is considered surcharged if its capacity at full flow is equaled or exceeded. Portions of the existing system have reached the point where design is warranted and is currently being completed.

Section 4. Wastewater Treatment Plant Facilities

1. The existing capacity of the Treatment Plant is 7.8 million gallons per day (MGD) on an average day during the month with the maximum flow.
2. The corresponding flow in 1990 was 6.14 MGD.
3. The next Wastewater Treatment Plant expansion project is expected to be completed in 1996 which is anticipated to bring the capacity up to 10 MGD.
4. The original studies which supported the current Sewer Connection Fee rate and Wastewater Treatment Plant Sewer Impact Fee rate was completed based on land use in 1987. A new fee study should be required to address associated costs prior to future City expansion.

Section 5. Drainage Facilities

1. Three main drainage channels are within the City, Bradley Channel, generally east of 101 and along the northern portion of the City, Blosser Channel along the north/western limit of the City and Waller/Skyway Channel in the southern portion of the City. The major storm drain systems typically flow to one of these channels or to channels outside of the City.
2. Retardation basins are utilized throughout the City to retard the flow from storm events discharging to drainage facilities.
3. The drainage portion of the Principal Facilities Element of the General Plan was last analyzed in 1968. Funds have been budgeted to update this section but has been carried over until completion of the Land Use Element.

Section 6. Landfill Facilities

1. The City Landfill site is located 3 miles east of Highway 101. At present, approximately 198 acres of the total 290 acre site has been used for landfilling.
2. The Landfill is governed by Waste Discharge Requirements, Class III Landfill. Wastes are accepted that are classified as non-hazardous solid waste and inert waste.
3. Approximately 550 tons-per-day of non hazardous solid waste is accepted at this site.
4. The California Integrated Solid Waste Management Act, 1989 mandated that all cities and counties must reduce their wastestream to landfills by 25% before January 1, 1995 and 50% by January 1, 2000.
5. Environmental monitoring programs are conducted in accordance with the Waste Discharge Requirements and The Monitoring and Reporting Program. The programs require monitoring of surface water, ground water and leachate. If contamination is located, remedial action is implemented.
6. Within 15 months after placement of the final lift of waste, unless otherwise approved, the final cover will have to be placed.
7. The City has established a Landfill Closure/Postclosure Maintenance Fund. These funds are to be used only for closure construction of the 88 acre fill areas. The City will be required to pledge to acquire funds to perform postclosure maintenance in accordance with state law.

Section 7. Air Quality

1. Air quality regulators are governed by The Federal Clean Air Act and The California Clean Air Act. The California Clean Air Act requires preparation of air quality attainment plans to state standards by 1991.
2. The City is within Santa Barbara County Air Pollution Control District (APCD). Santa Barbara County has been designated as a severe non-attainment area for the state ozone standard.
3. The California Clean Air Act requires each air district to submit an Air Quality Attainment Plan to bring the district into compliance.
4. Since Santa Barbara County has been designated as a severe non-attainment area for ozone, the following transportation measures are required.
   a. Transportation control measures to achieve average vehicle ridership of 1.5 or more persons during weekday commute hours, by 1999.
   b. No net increase in vehicle emissions after 1997.
   c. Substantially reduce the rate of increase in passenger vehicle trips and miles traveled per trip.
   d. Provisions to develop an indirect source control program.
5. Assembly Bill 447 (Congestion Management) requires urban areas (population > 50,000) to adopt and implement Congestion Management Programs (CMP). Failure to adopt and implement CMP's results in a loss of state funding.
6. The Federal Clean Air Act Amendments (CAAA) will have a major impact on programs of the Urban Mass Transportation Administration (UMTA) and the Federal Highway Administration (FHA). Failure to comply with Federal CAAA requirements could result in UMTA withholding assistance for Santa Maria Area Transit (SMAT) operations and capital funding, and FHA withholding Federal Aid Urban (FAU) funding for road projects.

7. Transportation Demand Management (TDM) plans are designed to reduce impacts from existing employment centers.
8. Indirect Source Review (ISR) control measures involve California Environmental Quality Act (CEQA) review of land use projects. This is a more comprehensive program to reduce and monitor Vehicles Mile Traveled (VMT), trips, and emissions.
9. Indirect Source Control Rule is a contingency measure that will only be pursued by APCD, if the City's TDM and ISR measures fail to meet the requirements of California Clean Air Act (CCAA). If the City does not comply with CCAA, APCD would be the authorized agency to review all land use projects within the City and all indirect sources would be required to obtain an Authority to construct permit from APCD.

Section 8. Recreation and Parks

1. The existing facilities includes 17 parks located throughout the City encompassing 150 acres.
2. The standard that has been adopted for open space and recreation facilities includes ten acres per 1,000 persons, half of this, five acres per 1,000 is for recreation and park active oriented areas, the second five acres is attributed to passive parks, greenbelt buffers, and other open space accessible to the public.
3. Utilizing the standard, for the 62,000 plus population, the City should have 300 acres of developed park land.
4. The City has one municipal gymnasium. The amount of use the current gym receives supports the need for more indoor athletic facilities.
5. The municipal pool is at full capacity use. The accepted need is for a 50 meter pool, training pool and a therapy pool complex.
6. The single regulation baseball field at the Elks Field Stadium is shared by 16-20 teams. Expansion of programs necessitates the construction of at least one more field.
7. The standard for a Cultural/Performing Arts Center is one per 75,000 residents. The City services well over 75,000 when the unincorporated areas are taken into consideration.
8. The City has 16 tennis courts available for public play. The need is for 12 additional courts.

Section 9. School Facilities (Santa Maria-Bonita School District)

1. Santa Maria-Bonita School District provides Elementary and Junior High School services for almost all of the current City limits.
2. Existing projects will require the addition of two or three Elementary Schools and a Junior High School. Buildout presented in the draft Sphere of Influence Study would require the addition of two (2) Junior High Schools and 10 Elementary Schools.
3. The District's current enrollment demographics will continue to increase enrollment during the next three (3) years, adding almost 1,000 more students. This figure does not include any additional growth resulting from new construction. By the 1993/94 school year, all current Elementary School space will be fully utilized.
4. Beginning with the 1995/96 school year, it will be physically impossible to accommodate the Junior High students at the existing sites without moving to a Double Session/Four-Tract Year Round Education, without allowing for the impact of new construction.

Section 10. City Facilities

1. As a full service City, the City of Santa Maria has a variety of facilities designed to provide its various services.
2. Future concepts for City services focus on the provision of a core of City services in the downtown, the "one stop shop" for development services, combined safety facilities and combined corporation yard facilities.
3. There are a variety of vehicles available for the financing of City facilities and infrastructure. Options include borrowing money through the City's Public Financing Authority, sale of City Owned Property, Developer Fees, Mello Roos

Districts, Mark Roos Pool Funding Authority, Developer Agreements, Assessment Districts and Reimbursement Agreements.

C. Conclusion

The past planning and physical development of the City has provided a strong infrastructure of the existing facilities. The facilities have been constructed by development as development occurs and by fees established by the City Council to fund expansion of infrastructure (water, wastewater) by those who receive the benefit of the expansion.

As growth occurs, the infrastructure reaches a point where major facility expansion is required (water transmission mains, wells, reservoirs, additional water sources, drainage facilities, trunk sewer mains, treatment plant expansions, etc.). If the major facilities are not planned and constructed, the existing users, the citizens of Santa Maria, experience levels of service which they find to be unacceptable. If levels of service can be maintained, economic and physical growth is allowed to occur.

As the City continues to develop, the financing of improvements should be considered. Many of the fees previously established were based on infrastructure necessary given the affective land use. As land use changes, the infrastructure improvement needs to be reviewed and updated. Also, the financing of Federal and State mandated regulations will require consideration. Many regulations have become more stringent in the last few years (landfill monitoring and closure requirements, etc.) or have recently been mandated (air quality, transportation demand management, indirect source review, etc.).

The report is intended to provide information that the Council and Commission may use to develop future growth policy. With proper planning and engineering, facilities can be designed and constructed but it takes financing mechanisms in place and funds available.

RICHARD G. SWEET, P.E., CITY ENGINEER
DEPARTMENT OF PUBLIC WORKS

DL/RGS/ses

cc: Community Development Director

Shortsum

PART A: AVAILABILITY OF PUBLIC FACILITIES AND SERVICES

1. Water Service Efficiency and Impact

Points for water service impact shall be awarded to a project in accordance with Part (a) below. Points may also be awarded to projects in accordance with Part (b) below, provided that no project may score more than a total of ten (10) points pursuant to this criterion.

(a) Water Supply Impact

Points	Standard
10	Domestic and fire flow can be met without further transmission pipeline, pumping station or reservoir improvements.
8	The project will not involve any financial contributions from the city or district to mitigate system deficiencies. The project is within a reservoir storage zone where there is adequate storage available to handle demand requirements.
6	Domestic and fire flow requirements can be met but the water zone has a system deficiency which requires construction and a nominal (10% or less of construction costs) financial contribution from the city or district to mitigate the deficiency.

Points	Standards
4	Domestic and fire flow requirements can be met but the water zone has a system deficiency which requires construction and a substantial (more than 10% of construction costs) financial contribution from the city or district to mitigate the deficiency.
2	Either the domestic or fire flow requirements depend upon service from a zone where there is no storage tank to regulate the pressures and provide service in the event of a power outage.

(b) Community Improvements

Points	Standard
2	The project will provide needed backbone system improvements, as determined by the city, beyond those needed to satisfy the domestic or fire flow requirements of the project. To qualify, the improvements must be judged as being of substantial benefit outside the project by the water purveyor and must not require direct financial participation by the water purveyor.

2. Wastewater Service Impact

Points for wastewater service impact shall be awarded to a project in accordance with Part (a) below. Points may also be awarded to projects in accordance with Part (b) below, provided that no project may score more than a total of ten (10) points pursuant to this criterion.

(a) Wastewater Service Impact

Points	Standards
10	Where a project is required to connect to the wastewater system, wastewater service can be provided without plant or transmission system improvements.
8	The project will not involve any financial contributions from the city or district to mitigate system deficiencies. There is adequate treatment plant capacity available to handle demand requirements.
6	Treatment plant capacity exists but there are pipeline projects which require construction and a nominal (10% or less of construction costs) financial contribution from the city or district to mitigate deficiencies.

Points	Standards
4	Treatment plant capacity exists but there are pipeline projects which require construction and involve substantial (more than 10% of construction costs) financial contributions to mitigate deficiencies. Projects which propose to use wastewater pumping units within the projects limits also fall within this standard.
2	Projects proposing to use private wastewater disposal systems in accordance with city policy for private disposal systems.

(b) Community Improvements

Points	Standard
2	The project will provide needed backbone system improvements, as determined by the city, beyond those required by city ordinance or policy and needed to provide wastewater service to the project. To qualify, the improvements must be judged as being of substantial benefit outside the project by the wastewater agency, and must not require direct financial participation by the wastewater agency.

3. Storm Water Drainage Facilities

Points for storm water drainage facilities shall be awarded in accordance with Part (a) below. Points may also be awarded to projects in accordance with Part (b) below, provided, however, that no project may score more than a total of ten (10) points pursuant to this criterion.

(a) Storm Water Drainage

Points	Standard
10	Storm water can be handled without further improvements outside project boundaries.
6	This project will not involve any financial contributions from the city or district to mitigate system deficiencies but may require improvements outside project boundaries.
4	The project will require construction of off-site flood control system improvements by a public agency.

(b) Community Improvements

Points	Standards
4	Project will provide needed flood control system improvement above and beyond normal city requirements which would benefit a larger area than just the project itself including but not limited to covering open channels.

4. Fire Protection

Points for fire protection shall be awarded to a project as the amount of points scored in Part (a) maximum of ten (10) points.

(a) Fire Protection

Points	Standards
10	50% or more of proposed dwelling units are within one mile driving distance of an existing fire station.
8	50% or more of proposed dwelling units are within two (2) miles driving distance of an existing fire station.
6	50% or more of proposed dwelling units are within three (3) miles driving distance of an existing fire station.
4	Less than 50% of the proposed dwelling units are within three (3) miles driving distance of an existing fire station.

5. School Impact

Points for degree of impact on schools shall be awarded to a project as the amount of points scored in Part (a) maximum of eight (8) points plus, if any, in Part (b) maximum of two (2) points. Projects which meet the legal requirements as adult only shall receive ten (10) points.

(a) Availability of School Capacity

Points	Standards
8	The capacity of the appropriate school to absorb the children expected to inhabit a proposed development without necessitating or adding to double sessions or other unusual scheduling or classroom overcrowding at all three levels, as determined by the Pleasant Valley School District and the Oxnard Union High School District.
6	The capacity of the appropriate school to absorb the children expected to inhabit a proposed development without necessitating or adding to double sessions or other unusual scheduling or classroom overcrowding at any two of the three levels only, as determined by the Pleasant Valley School District and the Oxnard Union High School District.

Points	Standards
5	The capacity of the appropriate school to absorb the children expected to inhabit a proposed development without necessitating or adding to double sessions or other unusual scheduling or classroom overcrowding at one level, as determined by the Pleasant Valley School District and the Oxnard Union High School District.
1	Project's estimated school impact can be accommodated only if mitigation measures are required and provided at all three levels, as determined by the Pleasant Valley School District and Oxnard Union High School District.

(b) Need for Busing

Add one (1) point for each level (elementary, intermediate) for which at least fifty percent (50%) of the pupils estimated to reside in the project would not require busing to the school attendance as determined by the applicable policy of the Pleasant Valley School District.

6. Surface Street Traffic Impact

Points for degree of surface street traffic shall be measured to the nearest arterial intended to serve the project for the purposes of determining impacts and shall be awarded in accordance with Part (a) and (b) below. Bonus points may also be awarded to projects in accordance with Part (c), below provided, however, that no project may score more than a total of ten (10) points pursuant to this criteria.

(a) Traffic Impact

Points	Standard
3.5	Estimated level of service on all primary and secondary highways serving this site is estimated to be level "B" or above during weekday peak hour, including project's traffic impact.
1	Estimated level of service on all primary and secondary highways serving the site is estimated to be level "C" or better during weekday peak hour, including project's traffic impact.

(b) Ventura Freeway Traffic Impact

The capacity of Highway 101 within the city limits shall be reviewed and points for degree of impact on traffic circulation on the Ventura Freeway interchanges and shall be awarded on the basis of a determination of the project's access points to the Ventura Freeway.

Points	Standards
3.5	That the level of service shall be Level "B" or better during normal peak hour.
2	That the level of service shall be Level "C" or better during normal peak hour.
1	That the level of service shall be Level "D" or better during normal peak hour.

(c) Community Improvements Circulation Element

Bonus Points	Standard
3	Project provides for construction of a connecting link in the Circulation Element of primary, secondary, or collector roads.
1	Project provides for construction of a portion of the length of a connecting link i the Circulation Element of primary, secondary, or collector roads; or project provides for widening of a partially-improved existing roadway or bike path depicted in the Circulation Element of primary, secondary or collector roads.

7. Parks and Recreation

Points	Standards
10	Project is within one-half mile of dedicated and improved public neighborhood or community park.
7	Project contains a public park to be dedicated to the Park District.
5	Project is within three-quarters of a mile of an improved public park.
2	Project is within one (1) mile of dedicated public park.

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8. Project Seniority

Points	Standards
10 or More	Any project which received city approval of a tentative tract map and/or RPD, MHPD, or CUP permit prior to July 2, 1981, shall receive an additional 10 points allotment consideration for each year after 1981 to a maximum of thirty (30). A project which received city approval after July 2, 1981, shall receive 5 points for 1983 Allocation, 8 points for 1984 Allocation, and 10 points for 1985 Allocation.

PART B: QUALITY OF DESIGN AND CONTRIBUTION OF PUBLIC WELFARE AND AMENITY

Revised 12-11-85

1. Site and Architectural Design Quality - Buildings

Points	Standards
10	Project's site plan and architecture represents excellent design in its attention to detail in terms of size, height, color and location and relationship to adjoining neighboring development; and, project meets all city standards.
7	Project's site plan and architecture represents good design in its attention to detail in terms of size, height, color and location and relationship to adjoining neighboring development; and, project meets all city standards.
3	The proposal contains a "compatible" project in relation to the General Plan and meets general design requirements.
0	All others.

2. Open Space and Landscaping

Points	Standards
10	The project amount and character of open space and slope landscaping provides excellent use of plant material and natural features and exceeds city requirements which will enhance the project and the area.
7	The project open space and slope planting meets city standards with good transitional planting with adjoining uses.
5	The project provides slope and open space planting with little transitional features between projects.
3	The project includes substantial site regrading or was graded with minimal planting to comply with slope retention.

3. Site and Architectural Design Quality - Site

Each setback and building separation modification instance will count as one exception. Building height, driveway width, parking and recreation vehicle modifications shall be counted as one exception per category for the entire project regardless of the number of occurrences.

Points	Standard
10	Approved project site design, as indicated on the plot plan, complies with all adopted zoning standards, policies and guidelines relating to on-site parking, driveways, setback, separation between building structures, ratios of building coverage on parcel, and privacy yards.
7	Approved project site design as indicated on the plot plan, complies with almost all (not more than two (2) exceptions) adopted zoning standards, policies, and guidelines relating to on-site parking, driveways, setbacks, separation between building structures, ratios of building coverage on parcel, and privacy yards.
3	Approved project site design, as indicated on a plot plan, complies with a majority of (not more than four (4) exceptions) adopted zoning standards, policies and guidelines relating to on-site parking, driveways, setbacks, separation between building structures, ratio of building coverage on parcel, and privacy yards.

Points	Standards
0	Approved project design, as indicated on the plot plan, does not comply with the majority of (more than four (4) exceptions) adopted zoning standards, policies, and guidelines relating to on-site parking, driveways, setbacks, separation between building structures, ratio of building coverage on parcel private open space, and common open space.

Unique Design

_____ Additional points may be approved whenever the project contains unique site utilization features not typically associated with normal development principles and standards of the underlying zone. The uniqueness of the project may be due to design features which take advantage of space and incorporate the space into an active usable or more functional relationship for the project. If unique features are found, the board may assign three (3) points for projects receiving seven (7) points for the overall layout for a maximum of ten (10) points. However, if a project is currently rated three (3), a maximum of four (4) additional points may be assigned for a maximum of seven (7). If a project received zero (0) points but unique features are found, the board may add up to a maximum of seven (7) points for the project under unique design. In no case shall the total exceed ten (10) points in this category.

4. Provisions of Usable Open Space

Points for site design shall be awarded to a project in accordance with the following and based on the RPD, MHPD and Park Dedication Ordinance, whichever is applicable.

Points	Standard
10	The provisions of public and/or private open space substantially exceed adopted standards, policies and regulations evidenced by the amount of usable open space or recreational facilities provided. (Substantially is defined for purposes of this section as 25% or greater.)
7	Approved project's provisions of usable public and/or private open space complies with all adopted standards, regulations, and policies for its respective zone.
3	Approved project's provisions of usable public and/or private open space complies with most, but not all, adopted standards, regulations, and policies for its respective zone.

5. Bicycle and Foot Paths, Equestrian Trails and Facilities and Greenbelts

Points	Standards
10	Area has all on or off site bicycle and foot paths required by the General Plan.
7	Project provides needed on and off site bicycle, foot paths, equestrian trails or facilities, and/or greenbelts consistent with the adopted plans of the city and/or Pleasant Valley Recreation and Park District.
5	Project provides needed on site bicycle or foot paths, equestrian trails or facilities, and/or greenbelts consistent with the adopted plans of the city and/or Pleasant Valley Recreation and Park District.

6. Provisions of Public Facilities

No project can score more than a total of ten (10) points in this section.

Points	Standard
7	Project provides needed on site public facilities required to serve the project, and proportionate share of off site facilities, as required by city ordinances and policies.
Bonus	
3	The project provides additional needed land, public buildings or facilities to fulfill a public need.

7. Site and Architectural Design Quality - Topographic Modification

The intent of development should be to retain natural topography or improve the natural state to a more desirable condition. Changes to topography shall be measured in relation to the condition of the ground on June 2, 1981.

Points	Standard
10	Project grading design retains the natural terrain, does not impact the ridgeline, involves minimal grading or involves grading that improves the natural topography by removing or correcting a soil condition that encourages erosion or has the effect of reducing downstream flood control capacity.
7	Project grading design involves minor modification to terrain, involves some cut and fill slopes, or has minor impacts on ridgelines.
4	Project grading design involves major modifications to the natural terrain or ridgeline, or large quantity of earthmoving, or substantial cut and fill slopes, or an alternate land use plan could have reduced grading requirements.

8. Deleterious Impact on Trees and Archaeological Sites

Points for this criterion shall be awarded as the sum of points awarded in Parts (a) and (b) below:

(a) Trees

Points	Standard
5	Grading or trenching, as shown on the grading plan, will impact 10% or fewer of the mature trees on site, including impacted off site trees, if any. Tree impacts must be mitigated by conditions attached to the approved tentative tract map and/or appropriate development permit. The removal of dead or diseased trees or trees determined not appropriate for retention, as verified by the city, shall not be counted among the impacted trees.
3	Grading or trenching, as shown on the grading plan, will impact more than 10% of the trees on site, including impacted off site trees, if any. Tree impacts must be mitigated by conditions attached to the approved tentative tract map and/or appropriate development permit. The removal of dead or diseased trees or trees determined not appropriate for retention, as verified by the city, shall not be counted among the impacted trees.

(b) Archaeological Sites

Points	Standard
5	Projects where there is no impact upon any known archaeological resources from grading, trenching, or construction, and projects where such resources do exist on the site, but substantial protection or salvage measures have been provided by the Environmental Impact Report or Archaeological Report.
3	Projects where archaeological resources are impacted by grading, trenching or construction associated with the project, but where only minor or no salvage or protection measures are provided.

Revised 3-13-91

9. Provision of Water Conservation Features

Minimum requirements for this section are meeting city codes and state law. Points may be accrued by providing any of the features listed below to a maximum of ten (10) points.

Points	Standard
2	Automatic sprinkler controls for common maintenance areas.
2	Sprinkler controls equipped with automatic rain shut-off control.
4	Use of drought resistant, low-water use plant materials including xeriscape design substantially in excess of city landscape guidelines.
2	Sensor devices to regulate sprinkler activity.
1	Drip irrigation system employed where appropriate.
2	Landscaping of all model homes with low-water use plants and materials with literature and signs pointing out landscape design purpose.
1	Other significant approved water conservation features as approved by the Board and/or the City Council.
2	Recirculating hot water system with timer to control recirculating pump.

Points	Standard
1	Split hot water system with one hot water heater located to serve kitchen area and one to serve baths at opposite end or second floor of home.
1	Instant hot water devices or secondary hot water heater to reduce water waste.
2	Computerized landscape irrigation controller to monitor water use and deactivate valve if leak is detected by change in water pressure.
2	Retrofitting of existing public, residential, motel or other approved use to reduce water use equal to the projected increase in water use of the proposed project based on the property being considered vacant and not used for agricultural purposes.

Revised 3-13-91

10. Provision of Energy Generation and Conservation Features

Minimum requirements for this section are meeting city codes and state law. Points may be accrued by providing any of the features listed below to a maximum of ten (10) points.

Points	Standard
2	Solar water heating system installed to serve all dwelling units.
2	Effective solar space heating system installed to serve all dwelling units.
2	Heat pumps to be installed in all units.
1	Units preplumbed for solar water heating system with one or more of the following:
	a. Stub-out in supply/service line at hot water heater.
	b. Flashing detail at roof to allow for water line to penetrate roof at south or west facing slope.
	c. Other approved device or installation to accommodate solar installation.
1	Features capable of conserving 10% or more of building's total annual energy use beyond minimum Title 24 energy budget calculations.
2	Features capable of conserving 20% or more of building's total annual energy use beyond minimum Title 24 energy budget calculations.

Points	Standard
1	Solar access plan prepared
2	Units sited to maximize effectiveness of passive solar features considering sun angles, wind direction, natural ventilation and shading devices.
4	Renewable energy power generation features.
1	Landscaping plan designed to consider solar energy benefits.
2	Pool equipment to have solar water heating.
1	Hot water pipes insulated.
1	Southern orientation windows shaded with eave projections, louvers, shutters, trellis or similar shading devices.
1	Exterior lights utilizing high intensity, low voltage discharge lamps for common areas.
1	Exterior lighting fixtures activated by automatic photoelectric cell, automatic clocks, and/or motion detector device for common areas.
1	Other approved significant energy conserving features as approved by the Board and/or the City Council.

11. Absence of Deleterious Impact on the Physical and/or Aesthetical Environment

Points	Standard
10	The project will not create any significant impacts on air, water, flooding, plants and animals, or noise and the project takes advantage of natural features in its layout and unit design, is compatible with adjoining land uses, has design features which add to the quality of the area and does not block any scenic views. Project does not take any land out of productive agricultural use.
7	The project creates minimal environmental impacts which can be mitigated at little or no expense to the public agency and is compatible with the adjoining land uses but does not incorporate any exterior design enhancements beyond those required. Project involves taking out of productive use agricultural land which does not have a direct effect upon adjoining agricultural parcels.
4	The project creates significant impacts which can be mitigated by significant cash contributions or improvements or provides minimal standards to ensure minimum compatibility with the adjoining development. Project involves taking agricultural land which is no longer practical to farm.
1	The project contains significant impacts and would require significant cash contributions on a short-term and long-term basis to aid in mitigating and ensuring compatibility with surrounding land uses. Project takes a significant amount of land out of agriculture production.

Bonus Points	Standards
2	The project completes a neighborhood by the infilling or the development of a parcel which may have been passed over as determined by the board and/or the City Council.

Revised 2-13-85

12. Low Cost Housing

Points	Standard
Bonus 10	Projects which contain a portion of low cost housing in accordance with the criteria under Section 10.01.050.E shall be entitled to ten (10) additional bonus points. If the project does not include low cost housing, this criteria shall not be subtracted or figured into the total percentage points.

Tri-Counties Local Government
Attorneys Association

How to Prevent the Los Angelization
of the Tri-Counties and
Making Development Pay Its Way

GROWTH MANAGEMENT IN CALIFORNIA

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GROWTH MANAGEMENT IN CALIFORNIA

I. Five Major National Crises Resulting From Urbanization Necessitating Regulation

A. Urban abandonment in the central city and first ring suburbs.

1. Lack of affordable housing
2. Infill
3. Gentrification
4. Historic preservation
5. Deteriorating infrastructure and a backlog of maintenance and repair work

B. Degradation of the environment;

C. Overutilization of energy sources;

D. Fiscal strain linked with deficiencies in central city and first ring suburbs, inadequate public facilities and over-burdened transportation facilities;

E. Loss of agricultural lands and open space.

II. Eras of Subdivision Regulation

A. The subdivision regulatory process, responding to societal needs, has passed through four phases and is presently in the fifth.

1. Pre-1928 - Old Map Act Era: Platting the use of private land for the private interest. The purpose was to provide efficiency in conveyancing of land through reliable recordation and uniformity.

2. 1928 to World War II - Standard Planning Enabling Act Era: Mandating that subdivisions provide on-site public facilities. The purpose was to implement comprehensive community plan.

3. Post World War II - Off-site facilities: Requiring off-site facilities needed by new residents, the use of money-in-lieu of land; the purpose was to meet the demand for public facilities created by new growth.

4. 1970's - Growth management, adequate public facilities and off-site facilities: Regulating the subdivision as it relates to its external environment and the community comprehensive plan. The purpose was to ensure that the community be planned as a whole--not subdivision by subdivision.

5. New Era - Public/Private Partnerships: Utilization of:

a. impact fees to finance facilities generated by new development where each developer pays its fair share of necessary costs; and

b. public/private development partnerships at key locations to generate revenue which can be used to pay for public facility costs which can not be met through exactions from developers (i.e., existing demand generated by deficiencies and regional and/or statewide usage), and as a mechanism to assure appropriate, compatible development at such locations. See, Freilich & Nichols, Public-Private Partnerships in Joint Development: The Legal and Financial Anatomy of Large-Scale Urban Development Projects, 7 Mun. Finance J. 5 (1986); Freilich & Chinn, Transportation Corridors: Shaping And Financing Urbanization Through Integration of Eminent Domain, Zoning and Growth Management Techniques, 55 UMKC L. Rev. 153 (1987).

B. Developing mechanisms to finance public infrastructure and facility needs has increasingly become the focus of subdivision regulations.

1. "In an era of competition for limited public resources, it had become expedient for public officials to delay, to eliminate expenditures for maintenance, and allocate these funds to other, more immediate needs. . . .

With virtually every level of government facing either major revenue shortfalls or significant unmet needs, the temptation to further postpone addressing this situation is great. It is time to measure the need, to understand that investment in our capital stock must be a priority to help keep our economy competitive and sustain our quality of life, to support the efforts of state and local governments to mobilize and finance infrastructure programs and to define what the role of the federal government in this national effort should be. . . .

The total national infrastructure gap between revenues and needs through the year 2000 is over $400 billion. It stems from many different kinds of problems in the various states and regions....

The single most dominant need across the country is for investment in highways and bridges.... The total highway network is aging.

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The needs facing state and local governments are growing, as evidenced by the fact that more than one-half of the nation's two million miles of paved roads require immediate attention and over one-third of the interstate highway system is in need of repair.

As a result, the projected highway and bridge needs through the year 2000 approach $720 billion. Even though federal and state gas tax levies have been increased in recent years, the projected shortfall is estimated at $265 billion."

Hard Choices, Summary Report of the National Infrastructure Study Prepared for the Joint Economic Committee of the United States Congress (Feb. 1984).

2. See also Report of the National Council on Public Works Improvements (1987). Established by Congress in late 1984 to provide an objective and comprehensive overview of the nation's infrastructure, its mandate was to provide a series of reports to the President and Congress on such questions as the age and condition of public works, finance methods, maintenance needs, the capacity of public works to sustain the economy, and the criteria and procedures needed to properly assess the nation's public works at all levels of government. The Council's first report was released in September 1986. It explored the definition of needs and provided a brief review of key issues. The second report was issued as a nine-volume set, each dealing with a major category of public works. The final chapter of each report contains the author's final recommendations. The Council has also commissioned a series of research papers and working groups in cross-cutting issues that affect all categories of public works, including public works and tax economy, international comparisons, performance, technology and innovation, intergovernmental issues and finance. The results of these studies will be published in a major source book, accompanying the Council's final policy recommendations.

3. Public Infrastructure as a National Concern, authored by Nancy S. Rutledge, executive director of the National Council on Public Works Improvement, Washington, D.C. Ms. Rutledge discusses in depth the second report which was issued in a nine volume set. Each volume deals with a category of public works. From the nine reports, four themes emerge. One theme is financing options with the basic goal "to make more efficient use of existing facilities as a partial substitute for major expansions in capital funds." Id. at

III. Development of Growth Management

A. History of Growth Management -- Growth management in America has its origins in the landmark decision of *Golden v. Planning Board of Town of Ramapo*, 30 N.Y.2d 359, 285 N.E.2d 291, 334 N.Y.S.2d 138, *appeal dismissed*, 409 U.S.1003 (1972), where the New York high court upheld the timing and sequential control of residential subdivision activity for periods of up to eighteen years - the first instance of a state high court and the United States Supreme Court upholding the uncompensated restriction of development by means of timed and sequential phasing under the due process clause.

1. The principles and techniques upheld in Ramapo were the linking of timing and sequencing of development with capital improvements; tying the purchase of development easements to reduce tax assessments; and integrating the development plan, the capital improvement budget and the zoning ordinance.

2. The purposes stated in the Ramapo zoning ordinance summarize the goals of growth management:

   a. to economize on the cost of municipal facilities and services, to carefully phase residential development with efficient provision of public improvements;

   b. to establish and maintain municipal control over the eventual character of development;

   c. to establish and maintain a desirable degree of balance among the various uses of land; and

   d. to establish and maintain essential quality of community services and facilities.

See, Freilich & Greis, Timing and Sequencing Development: Controlling Growth, in Future Land Use, Energy, Environment and Legal Constraints 59-106 (R. Burchell & D. Listokin, Rutgers 1975); and Freilich & Ragsdale, *Timing and Sequential Controls, The Essential Bases for Effective Regional Planning*, 58 Minn. L. Rev. 1009 (1974).

B. From Ramapo to Metropolitan Council: Crystallization of the Tier Concept

1. The idea of linking specific growth management techniques to particular geographic and functional areas with common problems and goals was first incorporated in the Metropolitan Development framework of Minneapolis-St. Paul.

2. The comprehensive plan divided the region into five tiers: Area I was the central city and downtown business area; Area II included existing urban and suburban developed areas; Area III was the area of active urbanization; Area IV consisted of rural and agricultural areas; and Areas V was made up of free standing cities and villages. *See* Freilich & Ragsdale, *Timing and Sequential Controls - The Essential Basis for Effective Regional Planning: An Analysis of the New Directions for Land Use Control in the Minneapolis-St. Paul Metropolitan Region*, 58 MINN. L. REV. 1009 (1974).

C. Ventura County, California Growth Management Strategy.

1. Relying on a system of guidelines which are updated as necessary, the County works with a less structured system to attain major goals and policies to provide for planned growth on a county-wide scale.

2. The stated purpose of the Guidelines, in the most recent form, is to clarify the relationship between the cities and the County with respect to urban planning, serve to facilitate a better understanding regarding development standards and fees, and identify the appropriate governmental agency responsible for making determinations on land use request." (Guidelines, Nov. 1984).

3. Major goals of the Guidelines: 1) to allow for cooperation between various levels of government (performance based); 2) to allow urbanization while accommodating the goals of individual communities and conserving county resources (tier concept and policy considerations); 3) efficient and effective delivery of community services (capital-driven expansion); and 4) identify planning and service responsibilities of local governments (performance based and capital-driven).

4. The general policies of the Guidelines -- more specific description of how goals will be met -- are then divided into two categories with the majority of the policies applicable within the City's Sphere of Influence and a smaller number of policies applicable to the more loosely defined Area of Interest.

5. A California appellate court recently upheld these regulations upon a challenge from a developer. The city's stated purposes, "to protect the

unique, hill-surrounded environment; enhance the quality of life; promote public health, safety or welfare and the general well-being of the community . . . improve local air quality, reduce traffic demands . . . and ensure that the future demands for such essential services as water, sewers and the like are met," were upheld by the court as governmental purposes which "have long been recognized as legitimate." *Long Beach Equities, Inc. v. County of Ventura*, 2d Civil No. B045047, slip op. at 18 (Cal. Ct. App. March 15, 1991). The court went on to add that "ordinances which seek to preserve the surrounding environment and which consider open space and the density of development benefit both developers and the public by 'assuring careful and orderly development of residential property with provisions for open-space areas'."

IV. Tiers are only one aspect of an overall growth management program. A tie-in concept - transportation corridors - provides counties with a regional framework for managing growth and financing public facilities. *See* Freilich & Chinn, *Transportation Corridors: Shaping and Financing Urbanization*, 55 UMKC L. REV. 153 (1987)

A. Impact Fees - transportation corridors delineate the geographic area impacted by new development, providing framework for determining fair and equitable impact fees *See* Freilich & Morgan, *Municipal Strategies for Imposing Valid Development Exactions: Responding to Nollan*, 10 ZONING & PLANNING LAW RPT. 169 (Dec. 1987).

1. Components of a valid impact fee:

a. stated purpose for the ordinance;
b. proceeds earmarked in a special fund;
c. empirical studies tying growth to need for new facilities;
d. cannot be used to support existing development, eliminate deficiencies, maintenance, or regional travel.

2. Validity Standards:

a. reasonable relationship;

1. Ayres v. City Council of Los Angeles, 34 Cal. 2d 31, 207 P.2d 1 (1949) (Upheld dedication requirement which contemplated future as well as immediate city needs).

2. Assoc. Homebuilders v. Walnut Creek, 4 Cal. 3d 633, 94 Cal. Rptr. 630, 484 P.2d 606 (1971) (exaction justified even though the public at large is benefitted as well as the residents of the subdivision).

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b. specifically and uniquely attributable;
c. rational nexus;
d. *Nollan* standards

3. Cal. A.B.1600 - authorization for cities in California to adopt impact fees pursuant to a capital improvements plan and other procedural and substantive limitations contained in the legislation

B. Facility Benefit Assessment

1. Methodology

a. The City of San Diego used a technique known as facilities benefit assessment (FBA) to impose charges upon property within a designated area to pay for public facilities serving the needs of those who will reside in the area. Such charges are not special taxes.

b. In the mid-1960's, San Diego adopted, and later amended, its Progress Guide and General Plan. The general plan sets out policies to deal with population growth, industrial development and environmental concerns. The general plan classifies community planning areas as urbanized, planned urbanizing and future urbanizing. The general plan requires the development of land in the planned urbanizing areas to be consistent with specific community plans and developers are required to bear the prime responsibility for providing community facilities.

c. The ordinance provides for initiation of proceedings for the designation of an area of benefit defined as lands receiving special benefits from the construction of public facilities projects -- any public improvement "the need for which is directly or indirectly generated by development." Public improvements embrace a broad spectrum of works, including water mains, utilities, sewers, drainage systems, streets and sidewalks, parks, transit and transportation, libraries, fire stations, school buildings and police stations. Liens are placed on the land to secure the payment of the FBA.

d. Building permits may not be issued for development of any FBA land within the area of benefit until the FBA on such land has been paid. The FBA must be paid when the capital improvement program for the area calls for commencement of the public facilities project. FBA payments are deposited in a special fund

established for the purposes for which the FBA was levied. Upon payment, the lien is discharged. For failing to pay, the City may foreclose the lien. Annual adjustments of the FBA may be made by the City reflecting increases or decreases in cost or scope of the facilities or availability of other funds for construction.

e. The ordinance and the FBA are related to public works financing arrangements which contemplate the fixing of times for the commencement and completion of the work, the award of contracts for the work, the spread of the cost of work to property specially benefitted by it, and the assessment of the benefitted parcels to pay to cost of the work through the issuance of bonds constituting a lien on the benefitted parcel. While traditional assessments are spread on a front or square foot or ad valorem basis, the FBA is apportioned amongst the parcels according to the number of "net equivalent dwelling units" attributable to each parcel at its highest potential development under current zoning. The formula is based on an assumed level of need for the proposed facilities generated by development of the assessed parcels. The formula does not consider the location of an assessed parcel vis-a-vis any particular improvement.

2. Legal Decision

In J.W. Jones Co. v. City of San Diego, 157 Cal. App. 3d 745, 203 Cal. Rptr. 580 (1984), the court held that the FBA is not a tax. The FBA is a special assessment on property benefitted by the public facilities levied to pay for the cost of the facility. The special assessment is a compulsory charge to recoup those costs levied under the police power. The spread of the assessment based upon the use of undeveloped property as presently contemplated by the community plan and zoning is reasonable and implements the policies of the general plan. Exemption of developed property from the lien of an assessment does not deny the equal protection of the law. The ordinance is a valid exercise of the police power of San Diego, a charter city.

C. Public/Private Development - transportation corridors provide ideal locations for joint development, such as transit stations, major interchanges along highway systems and multi-modal connector points, that will benefit both sectors and thus provide incentive for continued growth..

The role of the public sector has changed from regulator to partner. The public sector is capable of providing financial and economic incentives to maximize

profit potential for developers while the private sector can participate in the planning, design, financing and ultimate market of the project. The revenues generated are general and can be used for all types of public facility needs, unlike impact fees. *See* Freilich & Nichols, *Public-Private Partnerships in Joint Development*, 7 MUN. FINANCE J. 1 (1986).

1. Approaches to Joint Development:

   a. land and air rights leasing
   b. negotiated private sector investments (donations of rights-of-way, station sites and construction costs)
   c. connection fees
   d. concession fees
   f. property tax or assessment
   g. excess land acquisition

D. Transportation Congestion Management

1. California AB 471 is an example of a new trend in growth management - transportation congestion management. According to § 65089 (a) of this bill, a congestion management program shall be "developed, adopted, and annually updated for every county that includes an urbanized area, and shall include every city and the county."

2. The Clean Air Act Amendments of 1990 and the proposed Surface Transportation Act of 1991 have added a sense of national urgency to the issue of traffic congestion and the related degradation of air quality.

3. The development of effective strategies for the reduction of traffic congestion and air quality degradation through the enhancement of mobility can be achieved through the use of regulatory and capital investment mechanisms

   a. Transportation Planning Techniques: the Traditional Model

      (1) The traffic congestion equation

      (2) structural mechanisms

      (3) non-structural regulatory mechanisms

   b. Using Adequate Public Facilities Ordinances to Combat Traffic Congestion

(1) Goals and Standards: Defining LOS INSTITUTE OF TRANSPORTATION ENGINEERS, HIGHWAY CAPACITY MANUAL, Special Report 209 (1985)

(2) Enforcing Goals and Standards through Development Phasing *Golden v. Planning Bd. of the Town of Ramapo*, 285 N.E.2d 291, *app. dismissed*, 409 U.S. 1003 (1972); *Construction Indus. Assoc. v. City of Petaluma*, 522 F.2d 897 (9th Cir. 1975), *cert. denied*, 424 U.S. 934 (1976); *Lesher Communications v. City of Walnut Creek*, 802 P.2d 317 (1990)

(3) Developing a Balanced Strategy through Capital Improvements Programming

(4) Example: San Diego, California

(5) The temporary taking issue *First English Evangelical Lutheran Church v. County of Los Angeles*, 482 U.S. 304 (1987)

V. Growth Management Methodology

A. Maximize meaningful input from diverse interest groups

B. Identify principal goals and objectives

C. Conduct studies and gather data concerning capacities of land, past and projected rate and location of growth, capacity of public facilities and services and a fiscal impact analysis

D. Identify development constraints (e.g., infrastructure and service deficiencies, sensitive lands, areas of deteriorated air and water quality)

E. Identify those areas and resources to be protected (e.g., neighborhoods, prime agricultural lands, open space, environmentally sensitive lands, historic buildings) and those areas for development

F. To achieve the objectives, develop policies that have broad, general applicability to deal with large scale, community wide problems

G. Prepare a general plan that contains guidelines concerning the amount and cost of new public facilities and utilities needed to support growth

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H. Ascertain the priority of development based on the general plan objectives and timely growth

I. Limit non-priority development until infrastucture and/or resource impacts are remedied

J. Tie fees, taxes and other financing devices to your growth management plan

VI. California local governments with growth management strategies:

A. Belmont
B. Brentwood
C. Camarillo
D. Davis
E. Fremont
F. Gilroy
H. Livermore
I. Monterey Park
J. Morgan Hill
K. Napa County
L. Pacifica
M. Petaluma
N. San Diego
O. San Francisco
P. San Jose
Q. San Luis Obispo
R. Santa Monica
S. Simi Valley
T. Seaside

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League of California Cities
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GROWTH MANAGEMENT STRATEGY

April 9,1992

Recommendations of the League of California Cities
Growth Management and Regional Issues Policy Committee

Statement of Purpose. The phenomenal and unprecedented growth of California, especially over the last decade, has raised serious concerns among its citizens and the state's elected leadership about the ability to continue to provide the quality of life and economic vitality which has characterized California for so long.

City officials have been the first to respond to the challenge which this tremendous growth poses, especially cities in the more congested urban areas of our state. Cities adopted a wide variety of growth control or managed growth measures designed to more effectively direct urban development in this state. These efforts were highly successful in individual jurisdictions, but with the magnitude of growth it soon became evident that some questions of urban development, i.e., transportation, air quality and housing, go beyond the ability of an individual jurisdiction to address. In short, decisions made in one jurisdiction were and are affecting urban development questions in neighboring jurisdictions. The cumulative impacts of these isolated and uncoordinated urban development decisions has resulted in an erosion of local decision-making authority.

Effective city governance is becoming increasingly difficult as a result of unfunded state and federal mandates, preemption of local land use control, duplicative authorities and unresponsive regional agencies. To recapture control of local government decision-making, effort has to be made to coordinate the services and reduce the conflicts among cities, counties, special districts, single-purpose regional agencies and the state on urban development questions.

In order to take a proactive role in solving the complex urban development questions which face California, the League has developed this policy statement to serve the following purposes:

1. An educational document and discussion piece for the League membership and all other parties with an interest in urban development issues.

2. A first step toward developing a statewide consensus among city officials on the key issues for cities in any growth management proposal.

3. A communication device with the Legislature and the Governor about the issues of primary concern to city officials.

4. A "living document" which can be altered, amended or modified as the issues in the growth management debate evolve.

5. A supplement and not a substitute for extensive and long-standing League policy in other related areas.

6. A broad policy statement on major issues in the growth and growth management debate. In this regard, the document clearly recognizes that it would be inappropriate to suggest the details of implementing such broad policies. This can only be accomplished by the local

government officials with an appreciation of the diverse and unique conditions within each region of California.

The following constitute the primary recommendations for improvements to the State, regional and local planning, financial and governance processes in order to better deal with the difficult growth issues of California.

A. The Planning Process

1. The primary need in the current planning process is a coordinated/integrated State, regional and local planning process.

2. The new, state/regional/local integrated/coordinated planning process must be consistent at all levels. This should be an interactive process. An interactive planning process requires a number of planning policies to be in place at each level before the entire planning system can be effectively implemented.

3. The planning process should at least cover the following functional planning areas: a) Water Quality and Quantity; b) Air Quality; c) Transportation; d) Housing (affordability and availability); and e) Waste Management (solid waste, waste water and hazardous waste).

4. The planning process may cover other areas such as: a) Schools and Education; b) Social Infrastructure; c) Open Space; d) Annexation and Boundary Control; e) Economic Development; f) Flood Control; g) Public Safety and Emergency Preparedness; h) Demographic/Special Population Needs; and, i) Any other specialized regional needs.

5. A key and perhaps pivotal element in this new, integrated planning process is an integrated and coordinated state planning process with clear and consistent goals and policies for state programs. Without this fundamental state guidance, the effectiveness of regional and local plans or strategies will be in serious doubt.

6. Regional "strategies" should be developed to deal with strictly regional issues, i.e., those issues which transcend the boundaries of local agencies and which cannot be dealt with in local general plans.

7. Regional plans or strategies should be simplified and streamlined to the greatest extent possible. The regional strategy implementation process should be a strict decision-making framework for regional public policy issues and should not include the detail and intricacies of current local general plans.

8. Cities should be encouraged to comply with regional strategies. Local planning should integrate regional strategies for obtaining regional goals. Local planning issues which do not have regionally significant impacts should remain the responsibility of individual local general plans. Planning consistency with regionally agreed upon strategies should be certified by the individual city. Where another jurisdiction alleges that a city's plan is inconsistent with a regional strategy, the conflict should be resolved at the level nearest the local electorate: first, among the disputing agencies; second, at a subregional body; finally, by a regionally selected conflict resolution process. Cities should be encouraged to implement regional strategies by the use of fiscal incentives.

9. The current local general plan process should be strengthened and updated on a regular basis, at lease once every five years.

10. Subregional/areawide/countywide authorities should be permitted within a region to plan and coordinate urban development strategies.

11. Other regional planning processes now in place may need to be modified to accommodate a new planning process permitted under new legislation. In other words, a new planning process should not be layered on top of and in addition to existing processes.

12. In recognition of the sometimes uncoordinated and inconsistent state planning process, a Statewide Advisory Committee should be created to coordinate the planning and implementation of state programs. Local government, regional agencies and the public should be allowed access/membership to the committee, with the League of California Cities having mandatory representation on the Advisory Committee.

13. Financial incentives and disincentives are the preferred means to achieve compliance with regional and state planning goals and policies. This includes the use of federal resources to achieve and encourage compliance. Fiscal incentives and disincentives for compliance may not be sufficient. Local governments should be given the authority to construct, on a regional basis, the following compliance tools:

a. A requirement for mitigation of development impacts, similar to current CEQA process, but ensuring that mitigation is consistent with growth plans.

b. If a project cannot not be mitigated, i.e., infeasible, other contributions to meet other planning goals and strategies, directly related to the impact, should be required.

c. Local government agencies should have the ability to confer upon their respective regional agencies the authority to deny permits in order to encourage compliance with regional or state planning goals on both public and private projects of regional significance.

d. There is no circumstance under which the state should approve the local general plan or any provisions in a local general plan.

14. Land classification systems are appropriate to protect environmentally sensitive lands, preserve prime agriculture land and designate areas for urban development. Any additional land classification proposals should be compatible with existing local planning tools and must reflect local and regional differences.

15. Several land use policies emerge as critical to urban development decisions and should be considered in any growth management proposal. These include:

a. Any land classification system must preserve local authority for the creation of development standards to support appropriate density patterns.

b. Land development should be directed inside of incorporated cities. Discourage urban development by counties in areas without adequate infrastructure, development standards or access to municipal services.

c. Spheres of influence should reflect the communities General Plan including urbanizing areas.

d. Reexamine LAFCO representation to ensure that it is fair, consistent, impartial and representative of both large and small city population.

16. Several principles are important to local land development practices and may have very different impacts, depending on local and regional circumstances. Any debate over land classification systems must be sensitive to local variations. These principles include:

a. Appropriate average densities of development will vary on degree of urbanization,

historical densities, and other factors.

b. Higher residential densities should be directed where existing infrastructure such as transit, employment and commercial centers are located.

c. A better mechanism needs to be established by which New Towns are planned and approved according to minimum criteria for adequate infrastructure and the evaluation of cumulative impacts.

B. Finance

1. A necessary and inseparable part of any change in the state, regional and local planning process is a reform of the current revenue and tax structure of the state and local governments. League support or neutrality on changes to the planning structure will be contingent on an acceptable financial structure.

2. Growth management and the public facilities necessary to support the expected growth in California has to be paid for out of new revenues and the agencies responsible for the growth have to be given adequate authority to deal with growth.

3. Any form of mandatory "tax sharing" which gives greater leverage to one level of local government or set of governments over another should be opposed.

4. The League supports the concept of a "state tax trigger" to provide increased revenues or taxing authorities when a local or regional government's strategies and plans are in compliance with the regional strategies and/or state goals.

5. A greater fee based authority should be authorized to ensure that new development pays the true cost of new development including regional impacts.

6. Urban development related revenues should only be used for traditional municipal services and should not be used to backfill programs for which the state is responsible, particularly the courts and health and welfare programs.

7. Public facilities financing should be tied to the local general plan.

8. The committee would not oppose a system which permits "voluntary tax sharing" agreements on growth and urban development questions where such agreements are necessary to meet regional goals.

C. Organization/Governance

1. The central and foremost principle relating to governance and organization questions of growth management is the need to construct any new authorities created or modify existing institutions from the "bottoms-up". This means that local government elected officials will solely determine the nature of the institutions to execute any new planning processes enacted to deal with the questions of growth and growth management. Each region should have all options of organization and governance open to it, including, but not limited to:

a. An appointed body made up of elected officials in the region - in any negotiated arrangement acceptable to the parties of interest.

b. A combination of directly elected and appointed officials.

c. All members of the governing body directly elected.

2. Consistent with local government practices in other areas, local governments should continue to ensure proper public participation in any growth management effort; one which involves a diverse community in a participatory planning process.
3. The regional boundaries should be set by locally elected officials in the region under broad guidelines set in state legislation.

4. Subregional agencies should be permitted within each region.

5. The current Joint Powers Authority law should be an option for forming any regional or subregional entity.

6. Aside from the organization chosen in any particular region, there is need for a process (probably outlined in state law) to ratify the negotiations of all entities in the region over the structure of the organization. Options for a ratification procedure include:

a. As the first option, a majority of the cities representing a majority of the population in any particular county and a majority of the Board of Supervisors in each county must ratify the organization and its governance structure.

b. If, the "majority of the majority" rule does not work in some counties due to the size of the entities or the number of jurisdictions, alternatives should be explored.

c. The Joint Powers Authority law should be an option to ratify any agreement on organizational structure.

7. The League supports the principle that, of those elected members serving on a regional or subregional governing board, every effort should be made to ensure a balanced membership representing the gender, racial and ethnic diversity of the region.

8. The League supports regional and subregional institutions which have the authority to make decisions with which all subject agencies will comply on issues of regional and subregional significance. Such authority should not be exercised unless compliance by an individual agency can not be obtained voluntarily.

9. Growth management strategies should be a requirement for "urbanizing areas" only, as defined in law. Non-urban areas of the state should not be required to, but should be permitted to establish growth strategies in accordance with the broad outlines in state law. State law should establish clear objective standards for which regions must participate in regional growth management efforts. These standards could reflect population, relative growth over time, and/or geographic proximity.

D. Conflict Resolution

Conflict resolution mechanisms are a key ingredient for each region to resolve jurisdictional disputes and reconcile inconsistencies over growth and urban development decisions. Conflict resolution mechanisms should be permitted at the regional or subregional level, or both. Any growth management legislation should address at least the following minimum guidelines for conflict resolution mechanisms:

1. Local agencies should be given full authority and flexibility to construct within their regional and subregional institutions appropriate conflict resolution mechanisms.

2. Legislation should at least contain time frames and deadlines for resolving disputes.

3. Conflict resolution should occur at the governance level nearest the affected agency. If the affected government cannot resolve the conflict, the conflict should be moved to the next immediate level of governance for resolution. Thus, if two cities cannot resolve a conflict, the dispute should be heard by the relevant subregion. If the subregion cannot resolve the conflict, the region should then hear the dispute.

4. The principle of resolving conflict at the government level nearest to the conflict should also apply to determinations of planning consistency. The consistency of local plans with subregional and regional strategies should be self-certified. Certification should be presumed valid unless challenged by another agency within a limited period of time.

5. Legislation should permit the imposition of a conflict resolution structure on those areas without a procedure or when a local process fails to resolve a conflict.

6. The region should be the final arbiter of a conflict, if not resolved locally.

7. The state should be the final arbiter on state programs.

8. When a subregional structure is established, authority should be given to local governments to assign conflict resolution mechanisms to subregions if appropriate.

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SUMMARY

REVENUE REDUCTIONS OR NEW FEES

GENERAL FUND

Implemented by: Federal	State	County				
			1981 Elimination of:	FALA	$ 80,000	
	X			Liquor Tax	25,000	
	X			Highway Carrier		
	X			Business License	8,600	$ 113,600
	X		1983 One Time Reduction of Motor Vehicle In Lieu Fees		*	568,000
X			1986 Revenue Sharing Canceled			740,000
	X		1990 Cigarette Tax Reduction		$ 11,600	
	X		Business Inventory Subvention One Time Reduction		*50,000	
	X		Library Grant Reduction		15,000	
		X	Booking Fees		351,000	
		X	Property Tax Collection Fees		65,000	
		X	Animal Control Fees		168,000	
		X	Mental Patient Transportation		32,000	692,600
	X		1991 Cigarette Tax Reduction (47%) To Fund Trial Court		68,000	
	X		Fines & Forfeitures Reduced (50%) To Fund Trial Court		165,000	
	X		Business Inventory Subvention (RDA)		33,500	
		Sales Tax:	Repeal of Sales Tax Exemptions		(166,500)	100,000
			Total Annual Reduction			$1,596,200
			Total Reduction			$2,214,200

WATER FUND

	X		1990 Water Regulation Fees		7,300

SEE REVERSE SIDE FOR ADDRESSES FOR SEASTRAND AND MADDY.

APPENDIX E

I. EXECUTIVE SUMMARY

A. Introduction

On February 6, 1990, the Santa Maria City Council established a Water Management Advisory Committee. Each Council member appointed a person from the community to serve on the advisory committee. Mayor George Hobbs appointed Toru Miyoshi, who was then serving as Fifth District County Supervisor. Council Member Curtis Tunnell appointed Herb Gerfen, a civil engineer and co-chair of the Joint Water Committee of the Chamber of Commerce and Economic Development Association. Council Member Tom Urbanske appointed Charles Varni, sociology instructor at Allan Hancock College and member of the Santa Maria Earth Day Coalition. Council Member Bob Orach appointed Richard Quandt, President of the Grower-Shipper Vegetable Association and current Fifth District representative to the County Planning Commission. Council Member Dan Firth appointed Maurice Twitchell, private attorney and Secretary of the Santa Maria Valley Water Conservation District.

The charge of the committee was to prepare a long-term water management plan as well as to advise the City Council on matters concerning water resource management.

The City Council asked the committee to report on the following topics:

1. City contribution toward replenishing or "healing" the Santa Maria Valley groundwater basin;

2. Prevention of future degradation of the groundwater in the Santa Maria Valley, with particular emphasis on water softener salt disposal;

3. Management and use of supplemental water from the State Water Project, if obtained;

4. Review of present water conservation efforts, and recommendations on the development of new programs to improve water conservation, including landscape guidelines and water pricing structures;

5. Recommendations on establishing a cooperative effort with other water users in the Santa Maria Valley to develop a plan for the reduction or elimination of groundwater overdraft in the Santa Maria Valley;

6. Reconciliation of total water resources with the densities found in the Land Use Element of the General Plan.

The purpose of a Long-Term Water Management Plan is to help guide the Council in its decision-making process regarding water issues. This report will provide information and recommendations which the Council can refer to when making water policy decisions.

This report examines the Santa Maria groundwater basin and considers water supply, demand and quality. The committee has reviewed numerous studies, surveys, and reports and has utilized generally accepted conclusions throughout the report. This report also considers alternative sources of long-term water supplies.

B. Summary

The water supply of the City has historically been the Santa Maria Valley groundwater basin. It is estimated that the basin was full in 1918 and contained about three million acre feet of usable water in storage. The accelerated development of irrigated agriculture in the period following World War I and steady urban growth have resulted in the depletion of approximately two-thirds of the accumulated water stored in the basin. It is estimated that about one million acre feet of usable available water remain in storage. This water must supply the present needs of both agriculture and urban users as well as future needs if supplemental water is not obtained. It is clear that present groundwater resources cannot supply the present and future water needs of the Santa Maria Valley indefinitely.

At present, agriculture consumes 80 percent of the water used in the Santa Maria Valley. It is expected that agriculture's share of water use will remain constant or decline slightly in the future, while urban use will expand. At present, the consumptive use of urban and agricultural water (water used or applied, less excess water returned to the groundwater basin) is as follows:

Consumptive Use in Acre Feet for 1989

1.	Irrigated agriculture	85,544
2.	Livestock	1,000
3.	City of Santa Maria	8,356
4.	Calif. Cities Water Co.	6,593
5.	City of Guadalupe	892
6.	Holly Sugar	1,841
7.	Union Oil	2,000
	Total	106,226

The long-term average recharge of the basin is 76,200 acre feet per year (AFY). Therefore, there is an annual average overdraft of the Santa Maria groundwater basin of about 30,000 acre feet. At this rate of overdraft, the available water in the basin could be exhausted in less than 30 years. Continuation of dry years without recharge could shorten this time considerably.

Water quality in the basin has been declining for many years and is the most immediate problem for the City. At present, water from City wells at the airport contains more than 800 parts per million (ppm) total dissolved solids (TDS), including a weighted average of 463 ppm total hardness (TH). The maximum federal limit for municipal water TDS is 500 ppm, and the state limit is

1,000 ppm. The American Water Works Association recommended quality goal for total dissolved solids is less than 200 ppm.

While the overdraft of the basin is serious and a threat to agriculture and the basin economy, a more serious threat to urban users is the local pumping depression of the Orcutt sub-basin, which supplies water to the City of Santa Maria and the Orcutt area. The overdraft in the Orcutt sub-basin is at least four times as severe as that in the basin as a whole. Urban and agricultural pumpage of water from the sub-unit is about 28,240 acre feet per year while the safe yield is 9,670 acre feet, resulting in an annual gross overdraft of about 18,570 acre feet. This overdraft is more than 200 percent of the safe yield of the sub-basin compared to 40 percent for the basin as a whole.

This overdraft has resulted in a pumping depression in the Orcutt sub-basin of 60 to 80 feet. This depression draws poor quality water into the area of pumpage from adjacent areas, degrading the urban water. The overdraft also increases the threat of subsidence, which would permanently destroy or reduce the capacity of the sub-basin to store water. This source of urban water is thus threatened to a much greater extent than the basin as a whole.

Continued overdrafting will cause both the Orcutt sub-basin and the basin as a whole to become unreliable, both as to the quality of the water and as a reliable source of water. When this occurs, the City will either have to demineralize groundwater or obtain other high-quality water to solve the quality problem. As the available storage declines, the City will have to either obtain supplemental water or take water from agricultural users by condemnation or other means.

Most of the local sources of supplemental water, such as demineralizaton of oilfield brine or sea water, watershed management, a dam on the Sisquoc River and spreading grounds in the Santa Maria River Bed, are more costly than the State Water Project. All of the local sources, other than demineralizing sea water or oilfield brine, would recharge the groundwater basin but do not involve substantial increases in water quality. These local sources of supplemental water would thus principally benefit agriculture rather than urban users.

The City is also under pressure from the Regional Water Quality Control Board to reduce the amount of minerals discharged into the groundwater basin at the City wastewater treatment plant on Black Road. This can be accomplished by either demineralizing the wastewater or by improving the City's water source. Either alternative is costly.

The City must solve both the long-term supply and quality problems. Imported State Water Project water is presently the lowest cost solution.

It is desirable that the City should plan to keep the quality of its water at or below the federal goal of 500 parts per million

total dissolved solids. This would necessitate importing the City's current State Water Project allotment of 11,300 acre feet per year for current needs and relying upon groundwater or other sources of supplemental water for future growth. The blending of poor quality groundwater with high quality State Water will result in reduced water quality of 500 ppm TDS/300 ppm TH when the City's population increases to 92,000. At current consumption and growth rates, this will probably occur by the year 2000.

Groundwater will have to be demineralized if water quality rises above this limit of 500 TDS. Thus, the City should acquire additional State Water, if available, sufficient to supply its needs at the time State Water is delivered and, if feasible, beyond that time.

The cost of State Water for future growth beyond 1991 should not be borne by current city users. Current users will probably experience a doubling of their water costs as the price of cleaning up the current water supply by using State Water. Such costs will probably quadruple if demineralization, rather than State Water, is used. Current users should not have to pay the substantial additional State Water costs to supply future needs. These costs should be paid by future users.

Water conservation is required by state law and thus should be an important element of the City's long-term water management plan. The City can achieve a 10 percent reduction in water demand through the continued implementation of recently adopted voluntary water conservation measures. An additional 10 percent can be achieved through other measures, such as installation of water saving fixtures, irrigation hardware, review of rate structures, and retrofitting of existing homes. Additionally, educational programs can create a "conservation ethic" in water users. A successful water conservation program may reduce revenues from water sales which may result in a need to increase rates in order to cover costs.

C. Committee Recommendations

Several of the topics that the City Council asked the committee to consider involve the procurement and use of supplemental water. We, therefore, first offer our recommendations on the State Water Project and follow with our general recommendations on the other topics.

1. State Water Project. Our primary recommendation is that the City should obtain as much water from the State Water Project as is economically feasible to help solve both the water quality and quantity problems, as well as to help reduce or eliminate the overdraft. Over the long term, the City should plan to rely upon State Water as its primary source and rely upon groundwater as a supplementary source. This will improve the long-term reliability of the supply and improve the quality of water delivered to city users. State Water is the most economical solution to the City's present water quality problem that will otherwise require

demineralization of groundwater within a few years. It is also the most effective way to solve or reduce the basin overdraft and the severe pumping depression in the Orcutt sub-unit. It is the best way to prevent significant increases in the cost of water to city users in the long run. Water needed for future growth under this overall plan should be paid for by future users. We therefore recommend:

A. The City should obtain and utilize its present State Water allotment of 11,300 acre feet as its primary source of supply in place of the groundwater basin.

B. The City should also seek to obtain additional State Water allotments, if available, in an amount needed to supply the City's entire needs in 1997 or 1998 when we estimate State Water will be delivered. This additional amount should be about 5,000 acre feet per year.

C. If additional State Water is available beyond that which would be needed in 1997-1998, additional allotments should be obtained to provide for future growth. We would estimate that growth for an additional five years would be all that could be financed.

D. The cost of State Water needed for future growth beyond 1991 should be paid for by future users through development fees or other appropriate means.

2. **Water Quality and Degradation.** The quality of groundwater will remain important to the City and all other users in the Santa Maria Valley even if the City utilizes high quality State Water as its primary source of supply. Groundwater will be needed in times of shortage and will be blended with State Water to serve future growth. The quality of the groundwater also affects agriculture, which provides a substantial part of the area economy. It is therefore in the City's interest to assist in preventing further degradation of the groundwater, particularly in the Orcutt sub-basin.

We therefore generally recommend that the City should continue to work closely with and support the governmental agencies having responsibility for preventing groundwater degradation, such as the Regional Water Quality Control Board, Santa Barbara County Health Department, and the Santa Barbara County Water Agency. In this regard, we specifically recommend:

A. Groundwater should be used to supplement State Water during times of need and if needed for future growth. The blend of State and groundwater should not exceed 500 ppm/TDS and 300 ppm total hardness. Even with the City's full allotment of State Water, at present rates of water consumption and population growth, water quality will exceed federal standards by the year 2000. If future growth should cause the blended State and groundwater to exceed these standards, the cost of demineralizing groundwater or obtaining alternative water should be paid by future users.

B. The City should urge the County of Santa Barbara and California Cities Water Company to cooperate in obtaining an increased entitlement to State Water sufficient to meet customer demand at the expected time of delivery. Such high quality water could alleviate the waste water discharge problems of the Laguna Sanitation District as well as significantly reduce overdraft in the Orcutt sub-unit. We believe this is also the most cost effective option when compared to other methods which focus on waste water treatment.

C. The City should continue to pursue the development of an injection well or other suitable alternative for disposal of water softener brines. Restricting the use of new or replacement water softeners to the canister type should be required (for new developments or replacements of existing softeners). Existing home regeneration water softeners more than seven years old should be eliminated or converted to canister type units upon the sale of the property. Rebates or other financial incentives to encourage such a transition could also be explored.

D. The City should require all major brine dischargers to the City sewer system to submit plans to catch and transport brine effluent to an alternate approved disposal facility.

E. The City should continue to fund and vigorously support a household hazardous waste collection program.

F. The City should urge the regulatory agencies to give close attention to the U.S.G.S. salt water intrusion monitoring wells, the landfill monitoring wells, sewer discharge requirements and chemical sources of groundwater contamination.

G. The Water Division of the Public Works Department of the City of Santa Maria should include in its annual report on water quality the following information: a summary of the test results for the City landfill monitoring wells; State Department of Health-required water quality monitoring test results--similar to that required for dissemination to water users; continued use of graphs to show total dissolved solids and total hardness levels; and other water quality information the superintendent feels is important. The report should highlight any anomalies or test results which indicate concern or possible contamination.

3. **Overdraft Reduction.** The health of the Santa Maria groundwater basin is important to all urban and agricultural water users in the valley. Agriculture is the backbone of the area economy. It is to everyone's benefit that the overdraft be eliminated so that groundwater can become an effective long-term resource supporting the area economy and environment.

The City's proportionate share of the overdraft is small. It is difficult to justify the City's subsidizing the use of groundwater by agriculture and other urban users by reducing the overdraft beyond the City's proportionate share if substantial cost to the City will result. Conversely, given the seriousness of the overdraft, it is desirable, if not necessary, that the

City contribute to reducing the overdraft if little or no cost is involved.

It is fortunate that the City can do more than eliminate its proportionate share of the overdraft by utilizing State Water as its primary source of supply. We believe that utilizing State Water will involve no long-term cost to the City; it will involve cost savings since the cost of State Water is less than demineralization of groundwater.

Even if the City contributes substantially more than its proportionate share of the overdraft reduction by utilizing State Water, it is still in the City's interest to assist further in reducing the remaining overdraft. We therefore, in addition to our conservation recommendations set forth on the following page, further recommend:

A. The City should support reduction of overdraft in the basin and Orcutt sub-unit to the point where average pumpage equals the safe yield.

B. As a long-term solution to overdraft problems in the Orcutt sub-unit, as mentioned earlier, the City should seek to obtain as much water from the State Water Project as is economically feasible in order to reduce its reliance on the basin. We recommend that, in addition to the City's present allotment of 11,300 acre feet (which would be inadequate to supply the City's needs in 1997 or 1998 when we estimate State Water would be available), the City should obtain additional allotments to provide for future growth.

C. The City should urge the County of Santa Barbara, Laguna Sanitation District and Cal Cities Water Company to consider additional State Water as the best long-term solution to the quantity and sewer treatment problems of the Orcutt sub-area. We believe that, if State Water were used as the primary source of supply to the Orcutt area, the overall combined cost of sewer treatment and water supplied to the users would be lower in the long run (as is the case with the City).

D. The City should also continue to support additional measures that increase the yield of the groundwater basin, such as participating in the joint cloud seeding program administered by the Santa Barbara County Water Agency and Flood Control District and encouraging the continuation and expansion of the range management programs and practices of the U. S. Forest Service and the Range Improvement Association.

E. We urge and support the coordination of effort and measures by all basin water users and regulators toward reducing the basin overdraft and maintaining basin water quality. This primarily involves the exchange of knowledge and information about and coordination of the programs, practices and future plans of the various governmental agencies, water purveyors, technical advisors and users. In this regard, we therefore specifically recommend that:

1. The City should encourage the Santa Barbara County Water Agency to create or participate in the creation of a water advisory committee for the Santa Maria Valley groundwater basin to include representatives from the various users and regulators of the water source, both private and public.

2. The City, in cooperation with other interested agencies, should undertake a comprehensive review of the current and long-term water quantity and quality of the Santa Maria groundwater basin, with particular attention to the Orcutt sub-unit.

3. The City, in cooperation with other interested agencies, should create a system of groundwater basin monitoring based on semi-annual well level and water quality measurements. Such a system should include computer modeling of basin water levels and could possibly be funded through a grant from the Department of Water Resources.

4. Conservation. Urban water conservation is mandated by state law. The development and implementation of conservation plans is left to the local purveyors, such as the City.

In general, conservation programs involving the modification of the behavior and use habits of water users tend to be effective in times of crisis (such as drought) and become less effective as the crisis passes. Conservation programs that involve structural changes are more effective in the long term.

The primary effect of conservation in the City would be to help reduce the overdraft. If the City utilizes State Water as its primary source of supply, the conservation benefit to the City, compared to the other users of the Orcutt sub-basin, would be small. This should be kept in mind in considering conservation programs that involve substantial cost or inconvenience to water users.

Conservation programs that eliminate waste and inefficiency are obviously desirable. In addition to reducing the overdraft, such conservation measures save money and resources that can be put to better use. We believe that the following recommendations will help reduce waste and inefficiency at little or no cost or inconvenience:

A. The current water conservation program, including the public information and education program, should be maintained.

B. Automatic landscape irrigation systems, incorporating time clocks and/or soil moisture sensors, should be required for commercial development and common areas of new residential development and encouraged for single family residential development.

C. A residential water audit program should be developed by the City Water Division.

D. The City should contract with a consulting firm specializing in system water audits and leak detection surveys to perform a leak detection survey of the City water main transmission lines.

E. The City should continue to encourage and require the placement of retention/recharge basins. Where appropriate, mitigations could be provided for unique systems or ways to enhance the recharging process. Especially valuable would be areas of high permeability to the east which will provide the most benefit to the Orcutt sub-unit.

F. An ordinance should be developed and implemented which amends the building code to require ultra-low flow fixtures in all new construction. This change is mandated by state law, effective January 1992.

Additional conservation measures involve more cost and the interference with the lifestyle of consumers. Yet, in certain situations these are justified in order to preserve water quality and/or quantity. We feel this may be the current situation in the Orcutt sub-basin; and, in the intervening years before supplemental water is delivered, water conservation by municipal, industrial, and agricultural users offers the only reasonable alternative. Believing that the City should take a leadership role in this regard, while at the same time encouraging other sub-basin users to reduce pumpage, the committee offers the following additional water conservation recommendations which involve structural changes that should be considered if cost effective and justified under the circumstances:

G. The City should pursue a pricing policy which will result in the efficient use of water, such as increasing block, sliding scale, or other scarcity pricing structures. This will probably require an overall increase in rates as conservation results in reduced demand and income, with a resulting need for water rate increases.

H. An ordinance should be developed which requires a water use offset program for new development projects. A condition of approval for new development projects would be to make retrofit changes in existing residences which will offset the new water demands at a ratio of one-to-one. Such changes could include, for example, the installation of ultra-low flow toilets (1.6 gallons per flush) and showerheads using 2.75 gallons per minute, or other effective water reducing measures such as contributions toward replacement of inefficient irrigation systems.

I. The City should examine the feasibility of a rebate program to replace inefficient fixtures.

J. The City should consider requiring efficiency standards for reverse osmosis units that reduce or eliminate water waste.

K. The City should consider utilizing water from its downtown wells at Simas Park rather than the Orcutt sub-basin to provide irrigation for nearby City landscaping, such as at Simas Park, Eastside and Westside Mall, City Hall and Library complex, County complex, Broadway and Main Street medians, and Street Tree water trucks. It should also require contractors to obtain water from that source for construction within a reasonable area of access and perhaps offer a price inducement to offset transportation costs.

L. The City should consider drilling wells for irrigation water at the City Dump, Preisker Park, and any other feasible sites rather than drawing water from the Orcutt sub-basin.

M. The City should investigate equipping each of its water wells with a storage and reinjection pump system to recover the startup water which is currently wasted.

The effect of our recommendations is that the City, over the long term, should plan to rely upon State Water as its primary source of water and rely upon groundwater as a supplementary source. This will improve the long-term reliability of the supply and improve the quality of water delivered to state users. Under this overall plan, water needed for future growth should be paid for by future users.

The recommendations in this section are designed to help implement this overall management plan and increase its effectiveness and benefit. They can be considered individually or collectively depending on the costs and benefits.